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GENDER MAINSTREAMING

PARTICIPANT'S RESOURCE BOOK

ZIMBABWE AGRICULTURAL COMPETITIVENESS PROGRAM

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GENDER MAINSTREAMING

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ACRONYMS

CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
GAD	Gender and Development
GAM	Gender Analysis Matrix
GBV	gender-based violence
LOGFRAME	Logical Framework
M&E	monitoring and evaluation
NGO	nongovernmental organizations
RIA	Regulatory Impact Assessment
SADC	Southern African Development Community
UNIFEM	United Nations Development Fund for Women
WEF	Women Empowerment Framework
WID	Women in Development

MODULE 1: UNDERSTANDING GENDER

LEARNING OBJECTIVES

By the end of this module, you will be able to:

1. Understand the meanings of the words "sex" and "gender."
2. Be able to illustrate social and cultural expectations for males and females, and the difference between those based on sex and those based on gender.

DEFINING GENDER

Gender is a social construct that differentiates the power, roles, responsibilities, and obligations of women from that of men in society. It determines to a great extent how we think, feel, and what we believe we can and cannot do as women and men. Gender differs from sex in that sex is biologically determined. **Gender is not synonymous with sex, but it is about relations between men and women that are culturally determined**. **Gender is not women.**

Gender is social. It is entrenched in culture and other belief systems such as religion. Culture, simply put, means people's way of life. This way of life is not static, but dynamic. Table 1.1 shows the differences between gender and sex.

TABLE 1.1: DIFFERENCES BETWEEN GENDER AND SEX

Gender is:	Sex is:
Socially constructed	Biologically determined
Learned and relative (differs within and between cultures)	Universal
Dynamic (changes over time)	Unchanging

GENDER SOCIALIZATION AND GENDER MESSAGES

From the start, boys and girls are socialised differently for their future roles as mothers and fathers and the role that they will play in society. It is this treatment, as well as the teachings by the family and community, that shape the behaviour of boys and girls even later in life. For example, parents buy dolls for girls to prepare them for motherhood, while toy guns are bought for boys in preparation for the role of offering protection. This forms the basis for gender roles and gender division of labor.

Gender roles are the duties that men and women are culturally expected to perform because they are female or male and they can vary by the culture and the country. In some societies, men are expected to be responsible for the productive activities outside the home while women are expected to be responsible for the reproductive and productive activities within the home. Jobs have been categorised

as male or female jobs. For example, when people talk about doctors, mechanics, hunters, soldiers, and carpenters in some societies, they are thought of as jobs for men. What other jobs can you think of that are regarded as male or female jobs?

It is gender bias that makes a job perceived as male or female. For example, the nursing profession has been seen as a women's profession, but there are male nurses; sewing has been seen as a women's job, but there are good male tailors; cooking has been regarded as a women's job, but there are good male cooks.

The gender bias that leads to labelling of jobs as male/female leads to what is called gender stereotyping.

Definition of Gender

Gender is a social construct that differentiates the power, roles, responsibilities, and obligations of women from that of men in society. It determines to a great extent how we think, feel, and what we believe we can and cannot do as women and men.

Quiz: Who is the doctor?

A man and his son are driving down the highway in a jeep. The man who is driving is a doctor. They have a terrible accident in which the man is killed and the son is badly injured. The son is rushed to the nearest hospital where he is taken to surgery. A doctor is called to attend to him. As he is lying there, the doctor takes one look at him and says, "He is my son and walks out of the room."

Who was the doctor?

Answer: The mother of the child was the doctor. People generally tend to think doctors are males.

The learning point here is that people generally tend to think that doctors are male. As a result, when people hear the word doctor, a male figure appears in their minds. This is what we call gender stereotyping, and as we talk about gender sensitivity we need to bear in mind that both men and women can do similar jobs, so we need to change our mindsets.

GENDER EQUALITY VERSUS EQUITY

In some communities, women are assigned a lower status than men. As a result, there are inequalities of opportunity between men and women for example in access to land and related resources. More men than women have land in their own right; more men than women have access to credit and information. The impact of this kind of inequality increases poverty, slows economic growth, and weakens governance. This justifies the need for gender equality (equality of opportunity) and equity (fairness).

GENDER EQUALITY

- Gender equality connotes an equal number or an equal percentage of women and men at a given position, place, or space.
- This number or percentage does not imply necessarily that women and men are identical, but that they have the same human value and therefore should enjoy the same human rights: **Equal rights and equal opportunities.**
- Insisting on absolute equality of numbers is not always equitable.

GENDER EQUITY

- Equality is not always equitable.

- To attain equity, it is important to recognise that different groups have different needs: biological differences; individual capacities and competencies; social and economic status and means; and health situations, conditions, or problems.

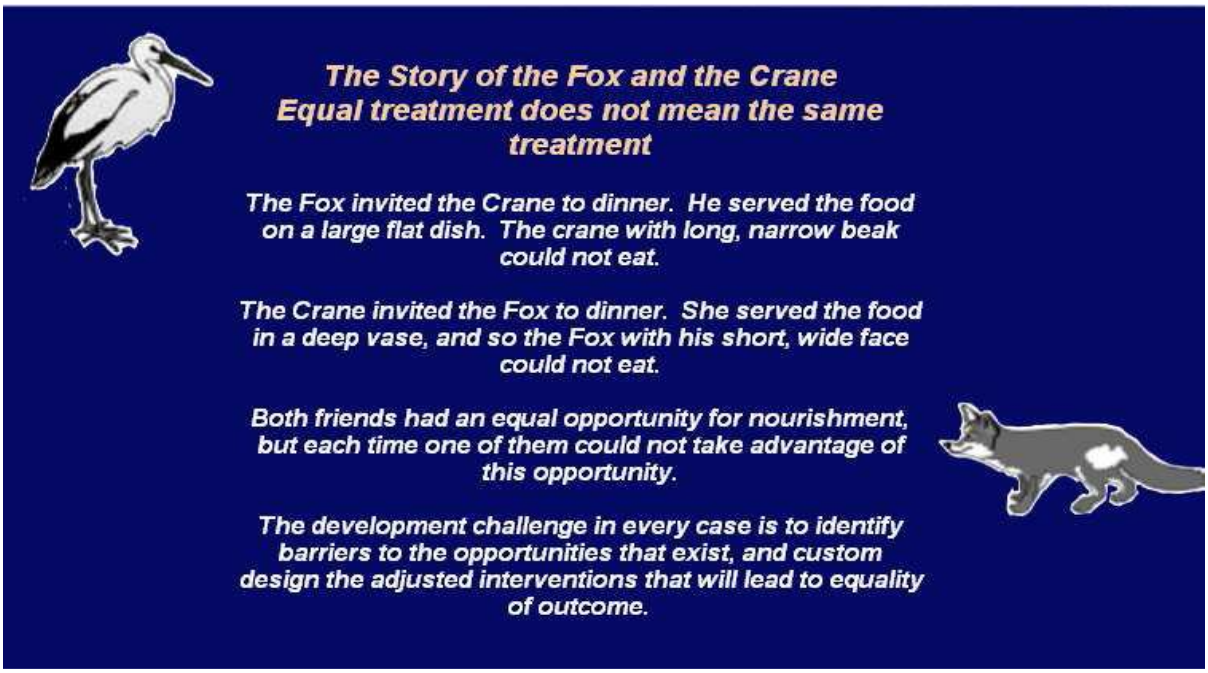
★★★★★★★★★★

To promote gender equity is to promote fundamental human rights

★★★★★★★★★★

- These needs must be identified so as to adequately address them and therefore ensure equal enjoyment of human rights.

FIGURE 1.1: STORY OF FOX AND CRANE: EQUAL TREATMENT VERSUS SAME TREATMENT



What lessons can you draw from the story of the fox and the crane?

This story shows that when people talk about equal treatment it does not mean that they are requesting same treatment. Gender sensitivity recognises the differences and similarities between the needs of men and women and designs interventions accordingly. In the story of the fox and the crane, the needs of the animals were similar—food, but where to serve the food was supposed to be different due to the biological differences between the two animals.

FIGURE 1.2: EQUAL TREATMENT VERSUS SAME TREATMENT—THE OLD WOMAN AND THE POND

What are your comments on the picture of the old woman and the pond?

There is no gender sensitivity in the design of the pond considering its depth and the type and nature of dressing of the people who are supposed to use it. Equal treatment should take into account the biological and cultural differences between men and women.

SUMMARY OF KEY POINTS

- Sex is determined biologically, but gender is the social roles that the culture and community impose on individuals.
- How we expect women and men to behave is socially developed and is not determined biologically. In this way, the culture in which boys and girls grow up determines their quality of life by the difference in opportunities offered.
- As communities and cultures change and grow, so can our rigid expectations about how we should behave simply because of our sex.
- Part of our work is to create awareness in our community that these different expectations and roles may often be unfair and impose unjust restrictions on men, women, boys, and girls. They arbitrarily assign women and girls a lower status than men and boys.

MODULE 2: GENDER ANALYSIS

LEARNING OBJECTIVES

By the end of this session, you will be able to:

1. Understand gender analysis and its importance.
2. Apply various gender analysis frameworks to projects.

WHAT IS GENDER ANALYSIS?

Gender analysis provides the basis for gender mainstreaming and is described as "the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles."

Gender analysis usually involves examining existing data on the concerned population prior to deciding what additional information is needed and how to obtain it. A wide range of sources are consulted, including reports and studies from government institutions such as census reports and household data, nongovernmental organizations (NGOs), donors, and academic sources. Additional data can be obtained by studies and surveys, or by using rapid appraisal and focus group techniques.

WHY IS A GENDER ANALYSIS IMPORTANT?

A gender analysis is important because gender inequalities need to be identified before they can be addressed through either mainstreaming procedures or specific measures directed to women or to men. A gender analysis should analyse the laws and policies, institutions, associations, and social dynamics.

A gender analysis is important when it is focused on institutions to determine how the nature of service delivery affects women and men, or how institutions themselves are also "gendered" in terms of recruitment practices, division of labor, and decision making.

Furthermore, a gender analysis is important because it provides information on the different roles of women and men at various levels; their respective access to and control over the material and non-material benefits of society; and their priorities, needs, and responsibilities.

Additionally, a gender analysis is important because it shows how the cultural, economic, and legal environment puts women at a disadvantage in terms of opportunities throughout their lives, and also shows the linkages between inequalities at different societal levels.

On the basis of a thorough gender analysis, it will be possible to understand current gender inequalities in a given situation or sector and to propose a range of measures for inclusion in the project or program to address and redress the situation.

Case: Gender Analysis by a Small Group of Farmers

A group of farmers were gathered together by Batsirai, a local NGO, to conduct a gender analysis of their own community in order to inform the Batsirai's Empowering Women through Land Rights Project. The farmers gathered together and listed key agricultural resources used in the community, and started indicating who between men and women has access to what resources and who has got control over what resources. It came out that women have access to all agricultural resources, but these resources are owned by men. Farmers went further to give reasons for that access and control profile, and the reasons were mainly cultural and institutional. They further gave advice on how the Empowering Women through Land Rights Project could best be implemented, that is by taking men on board to support women.

This is a simplified version of the Access and Control Profile to which you will soon be introduced. Can you do the same exercise?

GENDER ANALYSIS FRAMEWORKS

There are broadly the following five Gender Analysis Frameworks:

- Moser Gender Planning Framework.
- Harvard Analytical Framework, also known as the Gender Analysis Framework.
- Women's Empowerment Framework (WEF).
- Gender Analysis Matrix (GAM).
- Social Relations Approach.

MOSER GENDER PLANNING FRAMEWORK

The first component of this framework links the examination of gender roles to the larger development planning process, and introduces the idea of three major roles: production, reproduction, and community management and the implication that these roles have for women's participation in the development process:

- Reproductive roles:
  - Childbearing and rearing, domestic tasks that guarantee the maintenance and reproduction of the current and future workforce (for example, cooking, cleaning, etc.).
- Productive roles:
  - Work done for remuneration, in cash or kind (for example, wage labor, farming, crafts, etc.).
- Community management roles:
  - Work that supports collective consumption and maintenance of community resources (for example, local government, irrigation systems management, education, political positions, etc.).

The second component identifies and assesses gender needs, distinguishing between practical needs (to address living conditions) and strategic needs (for power and control to achieve gender equality).

The third component, or tool, disaggregates information about access to and control over resources within the household by sex: who makes decisions about the use of different assets.

The fourth component identifies how women and men manage their various roles, and seeks to clarify how planned interventions will affect men and women, bearing in mind their contexts.

HARVARD ANALYTICAL FRAMEWORK

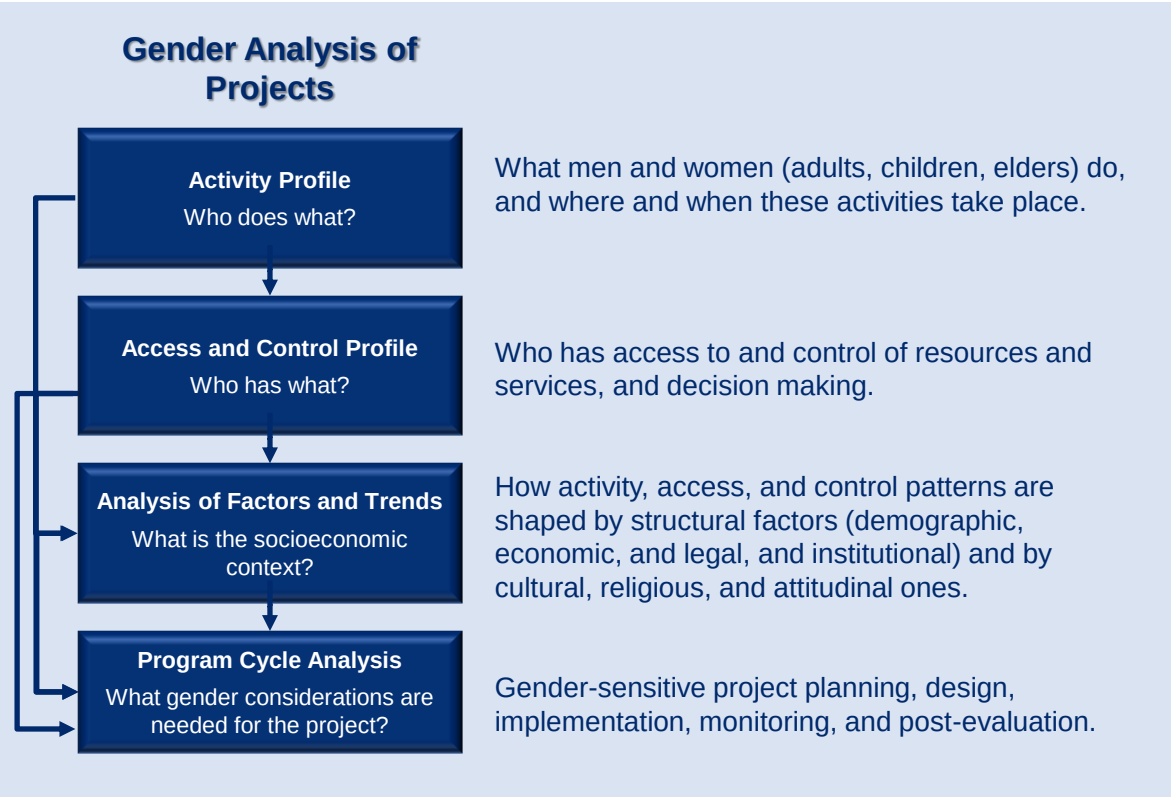
The foundation of gender analysis is the Harvard Analytical Framework, sometimes referred to as the Gender Analysis Framework. This framework has four parts and is carried out in two main steps. First, information is collected for the Activity Profile and the Access and Control Profile. Then, this information is used in the analysis of factors and trends influencing activities and access and control, and in the project cycle analysis.

The Gender Analysis Framework asks three basic questions:

1. Who does what in the division of labor (men, women, boys, and girls)? This is an activity profile with three main categories: productive activities, reproductive activities, and community activities such as meetings, services, rain-making rituals.
2. Who has access to resources associated with the activity profile versus who has control over those resources? Often, women can use the resources while men actually decide how the resources are used.
3. What are the related factors such as culture, poverty, legislation, religion, and HIV/AIDS, and how are they affecting women, men, boys, and girls differently?

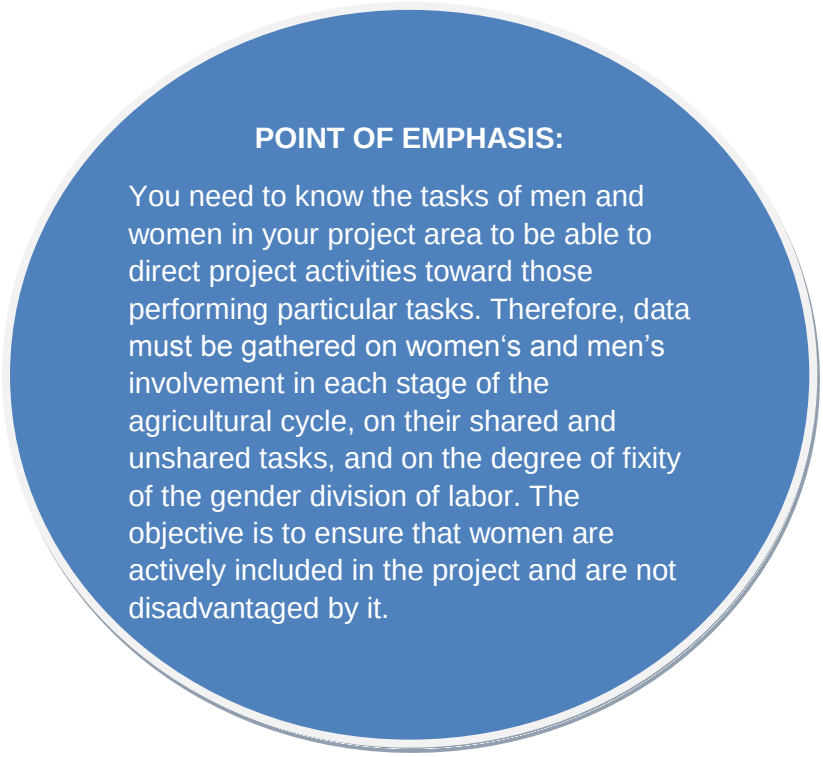
The Gender Analysis Framework is ideal for use in the Zimbabwe context because it helps show the inequalities in terms of distribution of roles, as well as resources and the reasons behind such a scenario. This information is then used in gender mainstreaming. For this reason, this framework is deliberately used during this training.

FIGURE 2.1: THE GENDER ANALYSIS FRAMEWORK



Activity 1: Do an activity profile showing who does what in the division of labor in your community. List the activities under three categories of roles—reproductive, productive, and community activities, where the activity is done, and tick the appropriate cell. Explain the reasons behind such division of labor.

Activity	Men	Women	Boys	Girls	Where
Reproductive					
(for example, looking after the sick)					
Productive					
(for example, marketing crops)					
Community Work					
(for example, attending community meetings)					



Activity 2:
Using the matrix below, do an access and control profile of resources in the agriculture sector showing who (men or women) have access or control to what resources. Explain the reasons behind the scenario presented.

Resource	Access Male/Female	Control Male/Female

WOMEN'S EMPOWERMENT FRAMEWORK

WEF conceptualises five progressive levels of equality, arranged in hierarchical order, with each higher level denoting a higher level of empowerment. These are the basis to assess the extent of women's empowerment in any area of social or economic life. The levels of equality are: welfare, access, conscientisation, participation, and control. These are explained in detail in Table 2.1.

TABLE 2.1: WEF

Control	**Using the participation of women in the decision-making process to achieve balance of control between men and women over the factors of production, without one in a position of dominance.**
Participation	Pertains to women's equal participation in the decision-making process, policy making, planning, and administration. In development projects, it includes involvement in needs assessment, project design, implementation, and evaluation.
Conscientisation	Pertains to an understanding of the difference between sex roles and gender roles and the belief that gender relations and the gender division of labor should be fair and agreeable to both sides, and not based on the domination of one over the other.
Access	Pertains to women's access to factors of production, for example, land, labor, credit, training, marketing facilities, and all publicly available services and benefits on an equal basis with men. Equality of access is obtained by securing equality of opportunity through legal reform to remove discriminatory provisions.
Welfare	Pertains to level of material welfare of women, relative to men, with respect to food supply, income, and medical care, without reference to whether women are themselves the active creators and producers of their material needs

As women move to each level of empowerment toward control, they have increasing confidence and decision-making power over their lives. When we talk about equality of women, we have to see if women are empowered and have full control of their lives.

Unless women are empowered to the level that they will be able to make decisions about their personal and community life, we cannot talk about equality.

GENDER ANALYSIS MATRIX

GAM helps to identify how a particular development intervention will affect women and men. It uses a community-based technique to elicit and analyse gender differences and to challenge a community's assumptions about gender.

Unlike some of the other tools described above, this one is explicitly intended for use by the community for self-identification of problems and solutions to challenges that we face toward gender equality. The principles of GAM are:

- All requisite knowledge for gender analysis exists among the people whose lives are the subject of the analysis.
- Gender analysis does not require the technical expertise of those outside the community being analysed, except as facilitators.
- Gender analysis cannot be transformative unless the analysis is done by the people being analysed.

Analysis is done at four levels of society: women, men, household, and community by various groups of stakeholders. The analysis is carried out in terms of how an initiative, approach, or project impacts on men's and women's labor practices, time, resources, and other sociocultural factors, such as changes in social roles and status.

TABLE 2.2: CATEGORIES OF GAM

	Labor	Time	Resources	Culture
Women				
Men				
Household				
Community				

Once all the gender issues associated with a project have been recognised and identified, all the boxes of the matrix have to be filled. Both men and women have to fill the matrix. After completion of the matrix, items consistent with project objectives should be assigned (+) sign. Items contrary to the project objectives should be assigned (-) sign and those items that are uncertain should get a (?). This tool should be used consistently through the course of the development project.

Activity:

Identify a service that you intend to offer to the community and carry out a gender analysis using GAM.

SOCIAL RELATIONS APPROACH

This approach states that development is a process for increasing human well-being (survival, security, and autonomy), and not just about economic growth or increased productivity.

Social relations determine people's roles, rights, responsibilities, and claims over others. Institutions are key to producing and maintaining social inequalities, including gender inequalities.

Four key institutions are:

- State.
- Market.

- Community.
- Family.

These institutions have rules (how things get done), resources (what is used and/or produced), people (who are in/out, who does what), activities (what is done), and power (who decides, and whose interests are served), all of which engender social relations.

The operation of institutions reflects different gender policies. Gender policies differ according to the extent they recognise and address gender issues: gender-blind policies (do not recognise gender issues), gender-aware policies (recognise gender issues), gender-neutral policies (are silent about gender issues), gender-specific policies (are specific to gender), and gender-redistributive policies (are concerned with redistribution of resources).

Analysis for planning needs to examine whether immediate, underlying, and/or structural factors are responsible for the problems, and their effects on those involved.

The five Gender Analysis Frameworks are not mutually exclusive. They can be used to complement each other.

SUMMARY OF KEY POINTS

- Timely gender analysis is important because it informs either mainstreaming procedures or specific measures directed to women or men.
- A gender analysis provides information on the different roles of women and men at different levels (macro-meso-micro); their respective access to and control over the material and non-material benefits of society; and their priorities, needs, and responsibilities.
- A gender analysis helps determine how institutions and their practices affect women and men in different ways.
- Ideally, a gender analysis should be conducted using participatory methods and obtaining qualitative information, as well as quantitative data disaggregated by sex.

MODULE 3: GENDER MAINSTREAMING

LEARNING OBJECTIVES

By the end of this session, you will be able to:

1. Differentiate strategies and methods in gender mainstreaming.
2. Identify levels of gender mainstreaming.
3. Describe the process of mainstreaming gender at all levels.

WHAT IS GENDER MAINSTREAMING?

Gender mainstreaming is a strategy for making women's and men's concerns and experiences an integral dimension in the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

WHY MAINSTREAM GENDER?

Women's subordination not only affects women, but is also a structural problem with an impact on society as a whole. The inclusion of gender in developmental projects and programs is important because it promises:

- Sustainability and ownership of projects.
- Proper targeting of programs to suit the needs and interests of men and women, boys and girls.
- Participation of both men and women in development activities.
- Proper allocation of resources, roles, time, and benefits.
- Formulation and implementation of appropriate strategies.

Mainstreaming requires working to improve the specific situation of women in tandem with men.

ROLE PLAY

Batsirai Development Committee

Batsirai Development Committee is a community development group involved in several development and community welfare activities, including animal breeding improvement, buying and selling cereals, and management of a community water project. They are a registered community group. They had elected an interim committee to manage their activities. The committee has stayed too long being "interim" and now wants another committee elected. During their deliberations, they had identified the following posts that need to be filled through an election:

- Chairperson.

- Vice chairperson.
- Secretary.
- Vice secretary.
- Treasurer.
- Four ordinary members.

When they looked at the interim committee, out of the nine positions only two posts were held by women:

- Treasurer.
- One ordinary member.

During their meeting, the following debate took place:

Development Assistant (DA)

"I want to advise this group to take into consideration the issue of gender balance in filling the posts."

Chairperson

"We have enough gender balance in the committee. There are already two women, more women is gender mainstreaming."

Vice Secretary

"I think the DA is correct that we can have more gender balance by inviting the women to contest for some posts. One of the contestants should be the chief's wife."

DA

"You got the point, but it seems you don't understand the various methods of gender mainstreaming."

Secretary

"I know it—gender mainstreaming can be by ensuring more women in committees (Women in Development [WID]) because they were previously disadvantaged or it can mean balancing men and women in such positions, which is Gender and Development (GAD).

DA

Please let us agree, gender mainstreaming takes many forms, WID, which is informed by affirmative action and GAD, which works with both men and women for development.

APPROACHES TO GENDER MAINSTREAMING

There are two approaches: WID and GAD. Table 3.1 explains the focus of each of these approaches.

TABLE 3.1: WID AND GAD APPROACHES

WID	GAD
Approach	
An approach that views women as the center of a problem.	An approach to the development of women and men.
Focus	
Women.	Relations between women and men.
Problem	
The exclusion of women (half of the productive resources) from the development process.	Unequal relations of power (rich/poor, women/men) that prevent equitable development and women's full participation.
Goal	
More efficient, effective, and just development.	Equitable, sustainable development with women and men as decision makers.
Solution	
Integrate women into the existing development process.	Empower the disadvantaged and women, and transform unequal relations.
Strategies	
• Women's project. • Women's components. • Integrated projects. • Increase women's productivity. • Increase women's ability to look after the household.	• Identify and address practical gender needs determined by men and women to improve their lives. • Address women's and men's strategic gender needs. • Address strategic interests of the poor through people-centred development.

Source: FEMNET African Women's Development and Communication Network

HOW TO MAINSTREAM GENDER INTO YOUR ORGANIZATION

Before a project is developed and implemented, the condition of both men and women must be identified. This can be done using the Gender Analysis Frameworks discussed in Module 2.

Gender mainstreaming can be done at the following levels:

- Policy.
- Institutional/organizational.
- Program/project.

FIGURE 3.1: INTERLOCKING ARENAS OF GENDER MAINSTREAMING

GENDER MAINSTREAMING AT POLICY LEVEL

At the policy level, in an organization, gender has been mainstreamed through developing a gender policy that is then implemented and monitored. Gender policy formulation in detail is examined under Step 3.

GENDER MAINSTREAMING AT ORGANIZATIONAL/INSTITUTIONAL LEVEL

Here, the organization ensures that all formal and informal rules and procedures are engendered. These include human resource, recruitment and promotion policies, and codes of conduct. In some cases, organizations have also gone to the extent of training staff in gender mainstreaming, setting targets for reaching gender parity in staffing at various levels, altering recruitment criteria and procedures (Affirmative Action), coming up with gender units/departments, instituting gender focal persons, and making sure that all individual departments address gender concerns.

GENDER MAINSTREAMING AT PROGRAM/PROJECT LEVEL

This has taken many forms. In some cases, it has meant working at the project level together with women and men, mentioning separate needs and interests of women and men, and women-specific projects (these do not automatically translate to the projects being gender-sensitive). There is need to go further to consider women's roles and needs, devising and implementing gender equality

monitoring and evaluation (M&E) mechanisms and allocating budgets to gender mainstreaming activities.

Mainstreaming gender at all three levels is important in order to comprehensively address gender inequality. Effective gender mainstreaming can occur if the following are in place:

- A clear gender policy.
- Practical coordination of all gender mainstreaming initiatives.
- A clear guide on gender mainstreaming and best practices.
- Training and capacity building.
- Awareness creation and advocacy on gender mainstreaming.
- Partnerships and networking for persons and institutions.
- Research and information dissemination on gender issues.
- Sex disaggregated data.
- Resource mobilisation.
- Monitoring, evaluation, and reporting.

GENDER POLICY FORMULATION

Gender policy is one of several tools needed for a gender-sensitive organization. The aim of a gender policy is to guide the planning, implementation, and resource allocation of the organization's programs and projects in a gender responsive manner. A good gender policy requires accurate information and analysis about existing gender relations within the organization.

The first step to developing a gender policy is conducting a gender audit (explained in detail below) and analysis. The audit will help identify the existing gender relations and situation within the organization. The analysis looks at the existing policies of the organization and identifies the ways in which gender has been addressed or not.

Areas to be reviewed are:

- Organizational rules—Official norms and practices, codes of behavior, and principles of inclusion and exclusion.
- People—Official rules of recruitment and promotion criteria. Who is the organization intended to serve? Who makes decisions? Who is included or excluded from certain tasks?
- Organizational practice—Value and behavior of members of the organization.
- Organizational resources—Who benefits most from the resources? Who controls the resources? How are resources distributed? Who makes decisions in the distribution of resources?
- Power relations—Relations of power between men and women. Who has authority over whom, and authority between staff members?

Note that for any institution, extensive analysis in all aspects of the organization such as structures, rules, resources, hierarchies of command, and practices is needed.

A gender policy document should include the following major sections:

- Goal-stating—State the goal of the gender policy.
- Objectives—Objectives should be included for the organization, as well as programs/projects of the organization.
- Strategies—Implementation strategies to be used to achieve the goal and objectives should be articulated in the gender policy document.
- Indicators—Measured indicators for M&E of the gender policy should be developed and included in the gender policy

Activity:
How has your organization mainstreamed gender? What challenges to gender mainstreaming have been faced?

THE LADDER: PROCEDURE FOR GENDER MAINSTREAMING.

Step 1: Fundamental understanding

- Staff is trained in issues related to gender and gender equality.

Step 2: Examine the conditions

- This stage could be likened to a visioning exercise whereby staff explores the characteristics of a gender-equal organization, looking at the benefits to the operation of the organization and to the target groups they serve.

Step 3: Plan and organise

- This step is led by senior management by developing a strategy to include clear objectives, and appropriate checks and controls.

Step 4: Make an inventory

- This is a stock-taking exercise where the activities of the organization are listed and decisions made as to what areas need improvement.

Step 5: Investigate and analyse

- Use the results of the inventory as a basis for a gender equality analysis of the organization's activities.

Step 6: Formulate goals and measures

- The organization prepares an action plan by formulating objectives, indicators, and measures for creating gender-equal activities.

Step 7: Implement the measures

- The organization implements the measures required to achieve gender equality in its activities.

Step 8: Evaluate the outcome

- An evaluation process is undertaken to look at what has been achieved, what the learning points were, what the challenges were, and areas for improvement.

UNDERTAKING GENDER AUDITS

A gender audit is based on self-assessments by a project or organization of how gender issues are addressed in program portfolios and internal organizational processes. It is used to facilitate change and develop action plans and monitoring systems. A gender audit does the following:

- Considers whether or not internal practices and related support systems for gender mainstreaming are effective, reinforce each other, and are being followed.
- Monitors and assesses the relative progress made in gender mainstreaming.
- Establishes a baseline.
- Identifies critical gaps and challenges. Recommends ways of addressing them and suggests new and more effective strategies.
- Documents good practices toward the achievement of gender equality.

Gender audits take into account objective data and staff perceptions of the achievement of gender equality in an organization in order to better understand concrete and unsubstantiated facts and interpretations.

AIM AND OBJECTIVES OF GENDER AUDITS

The overall aim of a gender audit is to promote organizational learning on how to implement gender mainstreaming effectively in policies, programs, and structures, and assess the extent to which policies have been institutionalised at the level of the:

- Organization.
- Work unit/department.
- Individual.

The gender audit's objectives are to:

- Generate understanding of the extent to which gender mainstreaming has been internalised and acted upon by staff.
- Assess the extent of gender mainstreaming in terms of the development and delivery of gender-sensitive products and services.
- Identify and share information on mechanisms, practices, and attitudes that have made a positive contribution to mainstreaming gender in an organization.
- Assess the level of resources allocated and spent on gender mainstreaming and gender activities.
- Examine the extent to which human resource policies are gender-sensitive.
- Examine the staff sex balance at different levels of an organization.

- Set up the initial baseline of performance on gender mainstreaming in an organization with a view to introducing an ongoing process of benchmarking to measure progress in promoting gender equality.
- Measure progress in implementing action plans on gender mainstreaming and recommend revisions as needed.
- Identify room for improvement and suggest possible strategies to better implement the action plan.

The main outcome of the audit is a report that includes recommendations for performance improvement and concrete actions for follow-up by the audited unit/organization.

BUILDING A GENDER MAINSTREAMING STRATEGY AND ACTION PLAN

In order to achieve gender equality and gender equity, organizations need to have a gender mainstreaming strategy with a clear plan setting out objectives, action, time frame, and resources.

KEY ELEMENTS OF A GENDER MAINSTREAMING STRATEGY

The key elements of a gender mainstreaming strategy include:

- Rationale for a gender mainstreaming strategy:
  - This should be informed by prevailing circumstances pertaining to the extent of gender inequality in the operating environment and in the organization.
- Objectives of the strategy.
- Strategic analysis of gender mainstreaming challenges and opportunities:
  - The challenges and opportunities should be at various levels in the operating environment (national, regional, and local levels).
- Platform for action:
  - This comprises the action plan itself presented in a matrix with objectives of the action plan, activities, responsible party, and timeframe (see Table 3.2).

TABLE 3.2 GENDER MAINSTREAMING STRATEGY TEMPLATE

Strategic Initiative			
Objective	**Activities**	**Responsibility**	**Timeframe**

Activity:
Using the above template, develop a gender mainstreaming strategy with an action plan for your organization.

SUMMARY OF KEY POINTS

- Gender mainstreaming is a strategy toward gender equality.
- The two approaches of gender mainstreaming are the WID and the GAD approaches.
- Gender mainstreaming is done at three levels: policy, institutional, and programs/projects. These levels form the three interlocking arenas of gender mainstreaming.

- One way to monitor gender mainstreaming in program portfolios and internal organizational processes is through a gender audit. This audit is used to facilitate change and develop action plans and monitoring systems.
- It is important that organizations develop a gender mainstreaming strategy and action plan to inform the gender mainstreaming activities of an organization.

MODULE 4: MONITORING, EVALUATION, AND REPORTING ON GENDER

LEARNING OBJECTIVES

By the end of the sessions, you will be able to:

1. Explain the role of monitoring, evaluation, and reporting in gender mainstreaming.
2. Understand how to develop gender-sensitive indicators.
3. Understand importance of gender-sensitive reporting.

DEFINING MONITORING, EVALUATION, AND REPORTING

The United Nations Development Fund for Women (UNIFEM) Evaluation Policy (2009) states that M&E is "…a continuous management function that aims to provide regular information and early *indications of progress,* or *lack thereof,* in the *achievement of intended results*. It is commonly equated with reporting as it is one of the main forms of collecting information. It is mainly concerned with *if the program is doing things right.*"

Monitoring involves continuous observation, reflection, and making decisions regarding activities implemented pertaining to gender mainstreaming. It is important to determine who needs what type of information, for what purpose, and how often, and to design an appropriate instrument to be used for data collection.

What is monitored and evaluated are inputs, activities, results, and context, and the tools used include workplans, budgets, reports, and project documentation.

Usually evaluations are guided by evaluation criteria categorised as relevance, effectiveness, efficiency, sustainability, and impact.

Evaluation Criteria:

Relevance in terms of the extent to which the objectives of the project are consistent with international gender mainstreaming objectives and criteria; national gender and women's empowerment policies, guidelines, and programs; current Zimbabwean Short-Term Economic Recovery Program (STERP 1 & 2); and relevance of an irrigation project to the lives of the beneficiaries, among others.
Effectiveness is assessed based on the progress the project has made toward achievement of gender mainstreaming outcomes, which can be the progress toward gender mainstreaming in an irrigation project.
Efficiency in terms of implementation coordination, communication between the organization and stakeholders, and feedback mechanisms. Under this, the evaluation also considers how the project performed in terms of deadlines and cost estimates. It would be important to be able to establish how the organization and its partners have delivered strategic actions to solve implementation issues.
Sustainability in terms of design of capacity building interventions aimed to have long-term results, given some of the identifiable risks and assumptions. It is important to be able to establish the extent of stakeholder buy-in and involvement and the likelihood of continuation or up-scaling.
Impacts relating to spin-offs, achievements in relation to Zimbabwe's recovery strategies, and possible long-term effects on direct and indirect beneficiaries—women, men, girls, and boys of Zimbabwe.

This activity is aimed at stressing the importance of M&E in gender mainstreaming and learning lessons on constraints to women's participation in project planning and implementation and how these are addressed.

Use and Types of Indicators in M&E of Gender

An indicator is a **pointer**. It can be a measurement, a number, a fact, an opinion, or a perception that directs attention to a specific condition or situation. It measures changes in that condition or situation over time. In other words, indicators provide a close look at the results of initiatives and actions. Indicators are therefore quantitative and qualitative factors or variables that provide a simple and reliable means to:

- Measure achievement in a single aspect of a program/project.
- Reflect the changes connected to an intervention.
- Help assess the performance of a development actor.

Quantitative indicators focus on numbers and counting (for example, the percentage of women and men in agriculture, male and female wage rates, number of male and female beneficiaries). The language for quantitative indicators is characterised by "percentage of," "number of," "frequency of," "ratio of," or "amount of." Qualitative indicators capture opinions, attitudes, and feelings (for example, "the extent to which," "the level of congruence with," "satisfaction with," "knowledge of," "ability to," or "appropriateness of").

A gender-sensitive indicator is an indicator that measures gender-related changes in society over time. They include sex-disaggregated indicators that provide separate measures for women and men. Gender-sensitive indicators are useful because they uncover gender-related inequalities. They are important because they can measure changes in gender equality. Indicators should be Specific, Measurable, Attainable, Relevant, and Trackable (SMART). Some people talk about **G-SMART**, that is, indicators that are **gender-SMART**.

> Gender-sensitive indicators have the special function of pointing out how far and in what ways development programs and projects have met their gender objectives and achieved results related to gender equity. They measure gender-related changes in society over time.

TYPES OF INDICATORS

- Input indicators—resources devoted to the project.
- Process indicators—measure activities of the resources devoted to a project. They monitor achievement during implementation and serve primarily to track progress toward intended results.
- Output indicators—measure intermediate results.
- Outcome indicators—relate directly to the longer-term results of the project.

WHERE GENDER-SENSITIVE INDICATORS ARE NEEDED

Gender-sensitive indicators are needed to measure progress toward targets that themselves need to be gender-sensitive. A prerequisite for establishment of gender-sensitive indicators is the availability of

statistical data disaggregated by sex, and other more qualitative types of information reflecting differences between women and men.

Indicators provide a measurable means of monitoring and evaluating a measure's goal, objectives, outputs, and activities. If, for example, in a direct support project, both women and men beneficiaries are involved in defining the indicators for the project, the project will more likely be able to measure if both women's and men's real needs are addressed. In most cases, indicators are defined by those responsible for monitoring and evaluating an initiative, sometimes with some input from a gender specialist. Data collected during the needs assessment stage is also useful for developing gender-sensitive indicators.

While gender-blind indicators typically attempt to measure variables such as "group participation," and "involvement of the community," gender-sensitive indicators highlight changes in gender relations in society over time and by location, that is to say measuring whether or not gender equality is being achieved.

In a Logical Framework, indicators and sources of verification need to be gender-sensitive to ensure that gender is mainstreamed throughout the corresponding project or program and can be accounted for during M&E.

GENDER-SENSITIVE INDICATORS AT DIFFERENT LEVELS

It is important to be clear about the types of indicators required at different levels.

Organizational level:

At the organizational level, indicators may be used to measure the following issues:

- Changes in quantity/quality of gender-competent staff in the organization.
- Changes in creation and use of tools and procedures to mainstream gender equality.
- New initiatives and partnerships to create synergies for collaboration on gender equality.
- Changes in recruitment practices in favor of equal opportunities.
- Changes in budget allocation in favor of gender at this level.

Project level:

Indicators at this level are needed in order to measure the following:

- Participation (quantity/quality) of women and men in project activities.
- Access to decision making, project resources, and project services by women and men.
- Expected/unexpected project outcomes for women/men (compared with project objectives).
- Met/unmet practical and strategic needs of women and men (compared with expressed needs).
- Changes in project budget allocation in favor of gender at this level.
- Changes in project staff's capacity to mainstream gender equality:
  - Emergence of new gender issues in the project or as a result of the project.

FIGURE 4.1: GENDER-SENSITIVE INDICATORS?

Activity:

Comment on Figure 4.1.

HOW TO DEVELOP GENDER-SENSITIVE INDICATORS

The following short guide explains in 10 main points how gender-sensitive indicators can be developed, for example during a program planning process. The purpose is to illuminate the questions that need to be asked in the major output planning process to establish a solid basis for gender-sensitivity in the organization. It also shows the role of quantitative and qualitative indicators that demonstrate successful efforts to mainstream gender issues in specific objectives, planned activities and outputs, and longer-term outcomes for women and men.

A Quick Guide to Planning Gender-Sensitive Indicators

1. Ensure that the specific objective(s) identified for each major output differentiates women and men. At the outset, it should always be assumed that there will be differences in the roles, responsibilities, and resources that will affect the participation and/or resulting benefits for women and men.
2. Ensure that the description field for each major output refers to women and men, their existing roles and responsibilities, and the gender inequities that will be addressed by the specific objective (for example, how are existing gender roles and responsibilities relevant to the specific objective and main activities through which the major output will be achieved?). Do women and men have different and/or crosscutting roles and responsibilities that are relevant with regard to this objective or to these activities? How will the specific objective and the planned activities address relevant gender inequities in women's and men's roles and responsibilities?
3. Ensure that the description field refers to the way in which the planned activities will address these different needs and priorities, including women's access to the resources necessary for their participation and benefit. Rural women and men generally carry out different roles, have different responsibilities, and have access to the resources necessary for agricultural and rural development. As a result, they also have different needs and priorities. How will the varying needs and priorities of women and men, particularly women's common lack of access to crucial resources, be taken into account in the activities undertaken in response to the specific objective?
4. Ensure that the description field refers to the way in which both women and men will be involved in the planned activities. Consider how existing gender roles and responsibilities might affect the involvement of both women and men in the planned activities, or the particular avenues that would need to be explored to reach both women and men. Have appropriate activities been formulated to reach both women and men? As it is often harder to reach women in rural areas, has particular attention been paid to designing activities to reach women?
5. Ensure that the immediate impact or benefit and the longer-term outcome for both women and men are included in the discussion of effects. Specific objectives that have been understood to be “gender-neutral” have often resulted in outputs and outcomes with different implications for men and women, and especially in outputs and longer-term outcomes that were negative for women. Has the immediate impact or benefit of the major output for women and men been considered, and have both the major output and the longer-term outcomes been planned to be relevant and beneficial for both women and men? Have possible unplanned effects and outcomes that might be negative for women or men been anticipated and addressed?
6. Ensure that both women and men, and organizations and institutions with a gender mandate, are included in the user focus. When women’s roles, responsibilities, needs, and priorities are recognised at an early stage, it is more likely that these issues and concerns will be effectively addressed. A useful avenue for this prioritised designation is through a broad consideration of potential user groups. Has the potential usefulness of the major output for both women and men been considered? Also, has a broad base of potential users been identified?
7. Identify quantitative and qualitative indicators to measure the gender-sensitivity of the specific objective, the activities undertaken, and the immediate impact or benefit of the major output for women and men. Ensure that at least two of these indicators deal with the immediate impact or benefit of the planned major output for

women and men. Gender-sensitive indicators allow for the clearest possible demonstration that gender roles and responsibilities, and particularly the needs and priorities of women, have been carefully considered and addressed through well-designed objectives, activities, outputs, and eventual outcomes. Consider the specific objective, the planned activities, and the proposed output. What indicators will best identify the attention paid to gender issues in the formulation of the objective, the planned activities, and the major output?

8. Identify relevant quantitative and qualitative indicators to measure the participation of women and men at each stage of the planned activities. Have sex-disaggregated, measurable indicators also been developed to show that both women and men have been included as agents and/or staff in the activities undertaken to meet the strategic objective?
9. Identify relevant quantitative and qualitative indicators to measure the outcome of the major output for women and men after three to five years. There is an important difference between planned outputs and eventual outcomes. Consider the longer-term goal(s) that this specific objective is intended to address. How could success with regard to the impact of the major output be demonstrated after three to five years? What outcomes would demonstrate successful impact for both women and men after this time interval?
10. Ensure that appropriate plans have been made, including appropriate budget allocations, to allow for the sex-disaggregation of data at all levels of the major output. Has anything been missed? Have appropriate plans been made to have all relevant data concerning inputs, target groups, activities, effects, and user groups, be disaggregated by sex to make effective M&E possible?

Activity:

Come up with indicators for the gender mainstreaming action plan you have developed for your organization. Use *Handout 1: A Tool for M&E of Gender Mainstreaming Activities* (see Annex).

SUMMARY OF KEY POINTS

- M&E of gender mainstreaming are informed by gender analysis.
- An outcome of M&E (or communication of the findings) is a report.
- A gender-sensitive indicator measures gender-related changes in society over time.
- Gender-sensitive indicators may be developed when sex-disaggregated data and other qualitative information reflecting gender differences are available.
- Quantitative indicators show average outcomes in a sex-disaggregated manner. When data is available, they tend to be easier to define, record, and assess.
- Qualitative indicators involve people's perceptions (for example, changes in attitudes and behavior) or growth in knowledge and skills, self-reliance, confidence, independence, or self-esteem.
- It is important to be clear about the types of indicator required at different levels.

MODULE 5: POWER RELATIONS

LEARNING OBJECTIVES

By the end of the sessions, you will be able to:

1. Explain power, dynamics of power, empowerment, and economic empowerment.
2. Identify the role of men in women empowerment.
3. Describe and apply the WEF.

DEFINING EMPOWERMENT AND ECONOMIC EMPOWERMENT

Women and men have to build respect for each other's roles and goals in life, share resources and decision making, and demonstrate mutual support for gender equality to become a reality. This is essentially the definition of empowerment. Empowerment is therefore the process by which women and men achieve the skills, confidence, and support to determine their own lives and make their own choices. It is the state in which people have access to resources and opportunity to control their own future.

Points of Emphasis

Power is about balance of control relative to men. It should not be understood as "power over," where women's empowerment is seen as disempowering men, a win-lose relationship, but "power with," where men and women find common ground among different interests and build collective strength based on mutual support, solidarity, and collaboration.

Economic empowerment is related to economic resources such as land, employment, or other sources of income.

In the empowerment discourse, there is a distinction between "power over" and "power with" men. Power over has resulted in resistance from men because the assumption is men disempowerment precedes women empowerment.

There are a number of factors that influence power relations between men and women. These are:

- Access—the opportunity to make use of something.
- Control—the ability to determine or decide who, when, and where someone can do something and impose this on others, like use of resources and food allocation.
- Resources—productive or economic resources such as land, credit, money, skills, equipment, and tools.
- Political resources—leadership, education, information, prestige, and self-esteem.
- Time—available for various activities such as productive, reproductive, and community labor.
- Physical strength—whether real or imagined.

THE ROLE OF MEN IN WOMEN EMPOWERMENT

Men are not enemies, but allies and key stakeholders to women empowerment. Boys and men are essential because they represent an enabling environment for gender equity.

Activity:

- How can an organization successfully engage men and boys to promote gender equality and equity?
- What positive role can men play in women empowerment?
- What are the challenges of men and women working together for change in the agriculture sector?
- What practical skills are needed for engaging men in the workplace, programming, policies, community, and families?

FRAMEWORK FOR EMPOWERING WOMEN

Note: *For this session, refer to Module 2, especially the WEF.*

What are the various elements of the WEF? How do you think your work enhances the five elements of the WEF, the obstacles, and anything outside the five elements that works best for women empowerment?

USAID has developed a Women Empowerment in Agriculture Index that measures the empowerment, agency, and inclusion of women in the agriculture sector through five indicators:

1. Women have adequate incomes to provide for their families.

2. Women have access to and control over productive capital.

3. Women are in leadership roles.

4. Women's time allocation (workload) is balanced.

5. Women have household decision-making authority.

The index aggregates indicators for household decision making and time allocation in relation to agricultural production; women's access to productive capital; adequacy of their income to provide for their families; and women's access to leadership roles in the community, which is critical for women's empowerment.

How would you use this index to ensure women's empowerment?

SUMMARY OF KEY POINTS

- Power in the context of gender equality and equity is defined as "power with" rather than "power over." This entails balance rather than disempowering the other party.
- Men and boys are an important constituency in women empowerment. They constitute an enabling environment for gender equity.
- Most organizations have used the WEF's five elements (welfare, access, conscientisation, participation, and control) to ensure women empowerment.
- The USAID Women Empowerment in Agriculture Index is a critical tool to measure women's empowerment through five indicators: women have adequate incomes to provide for their families; women have access to and control over productive capital; women are in leadership roles; women's time allocation (workload) is balanced; and women have household decision-making authority

MODULE 6: GENDER IN AGRIBUSINESS

LEARNING OBJECTIVES

By the end of the sessions, you will be able to:

1. Explain gender issues in the commodity value chain.
2. Identify the role of agribusiness associations in promoting gender equality.
3. Explain the importance of developing and maintaining a gender-disaggregated database in agribusiness associations.

GENDER ISSUES IN AGRICULTURE

Activity:

With guidance from *Handout 2: Zimbabwean Women: A Neglected Factor in Social Development*, respond to the following: Identify gender issues in pre-production and production stages with reference to cotton production. Why is the situation like that? What role can producer and agribusiness associations play to address gender disparities in agribusiness?

It is important to note that:

- The gender division of labor from production, processing, marketing, and distribution stages disadvantages women.
- Women dominate tobacco production as laborers.
- Women do not own the resources of production as well as marketing so they remain at the peripheral end of the value chain.
- Tobacco processing and marketing are dominated by men due to the conditions at the auction floors. For example, tobacco marketing is centralised in Harare and it takes many days before farmers sell their tobacco. There is no accommodation at the auction floors, so farmers sleep in the open. Due to these conditions and women's caretaking roles, tobacco marketing remains dominated by men.
- Agribusiness associations can lobby for decentralisation of tobacco markets, as in the case of cotton and other value chains.

THE GENDERED NATURE OF VALUE CHAINS AND THE ROLE OF AGRIBUSINESS ASSOCIATIONS

Agribusiness associations play an important role in addressing gender inequalities. In the value chains they should:

- Strengthen business linkages between producer groups, service providers, and other actors such as processors and importers, rather than focusing exclusively on farm interventions.
- Encourage participation of the other sex in cases where women or men are entirely responsible for a whole value chain or significant aspects of it.
- Address gender disparities where women and men may perform specific tasks along a value chain, for example they may end up having gender-specific knowledge related to that value chain.
- Introduce both men and women to a complete understanding of the whole value chain and of how their roles and responsibilities intersect and interact at different stages.
- Identify which gender may benefit at which stage of the value chain, and determine if women can be drawn into those activities that add the most value. Understanding the rationale behind gendered roles in value chains is useful for planning interventions.

Projects and programs seeking to create value chains need to help men and women actors understand their specific roles in relation to those of others.

STEPS IN A VALUE CHAIN ANALYSIS

Value chain analysis involves the following steps:

Market analysis. Generally a value chain analysis begins with a market study, which assesses the state of the chain relative to its competitors and explores potential gains that could be captured. In some cases, a market study reveals that it is possible to add value to products that are not marketed in some locales. If a value chain is analysed with gender-disaggregated understanding as an objective, the market study can be utilised to identify current niches in which women are strong, as well as potential ones in which they could compete.

Chain mapping and stakeholder analysis. A gender-sensitive chain and stakeholder analysis should understand the relative position of women already in the chain—including those at which they are the primary actors and those where they are actors along with men.

Preliminary chain mapping. Many standard research tools for mapping value chains can be made gender-sensitive (for example, a gender-sensitive questionnaire can be added to a socioeconomic survey). In other cases, new tools may be needed to capture the roles and needs of women across the value chain or in particular segments.

Stakeholder analysis. It is critical that project managers do not bias outcomes by subsuming women's interests to those of men's or by conflating the interests of producers with those of other stakeholders in the value chain. Tools that can help identify the interests of various actors in value chains and that minimise trade-offs between these interests are necessary. Once the linkages and stakeholder interests along the whole chain are understood, representatives of each segment come together to discuss how to improve the links and preference criteria of each stakeholder.

Capture of the relative distribution of economic value between participants. Calculating the value added and profit accruing to each segment of the value chain, as well as calculating employment and labor segmentation by gender, will provide the data necessary to devise interventions that increase the absolute profits reaped by women at each node in the chain. This information can be complemented by an analysis of backward and forward linkages in the chain to determine the potential economic "spillover effects" of expanding the chain and to explore ways for low-income segments to increase participation and capture a greater percentage of added value.

Adding a gender analysis. Generally, the value chain reveals consistent gender segmentation by occupation, type of activity, and level of participation in the chain. Men and women cluster in different occupations, undertake distinct activities in the fields and processing plants, and work different hours with different degrees of security. The intensity of women's labor increases in processing. Approximately 80 percent of the labor used in processing activities, such as peeling, cutting, and de-leafing, is done by women, whereas men are more involved in activities related to operating and maintaining machinery.

DEVELOPING AND MAINTAINING A GENDER-DISAGGREGATED DATABASE IN AGRIBUSINESS ASSOCIATIONS

Database development involves defining data needs, collecting and tabulating the required data, or liaising with those responsible for data collection and tabulation, and the organization of data into a database. Gender-disaggregated data is important because overall statistics may be misleading. The availability of reliable sex-disaggregated data is an important prerequisite for the formulation and M&E of policies and programs aimed at enhancing the role of women in agriculture and rural development.

Both producers and users of gender-disaggregated databases should be gender-sensitive. In that producers are involved in data needs specification, they require a general appreciation of gender dimensions and the need to incorporate gender-disaggregation in tabulation plans. One strategy for capacity building in gender-disaggregated database development is to increase gender awareness amongst both users and producers. This strategy would lead to better recognition and definition of data needs and more effective communication between users and producers.

Users should also have knowledge of statistical practices involved in data collection. In general, such knowledge may be lacking. Thus, there is a need to improve user awareness of statistical processes. A second strategy for capacity building in gender-disaggregated database development is to increase statistical awareness amongst users. Again, this would lead to more effective communication between the users and producers of data.

The collection of gender-disaggregated data obviously requires expertise in data collection methodologies. Data on human resources in agriculture should be collected wherever appropriate, rather than concentrating purely on crops and agricultural materials as has tended to be the case. There is a need to enhance skills in this area. A third strategy for capacity building in gender-disaggregated database development is to enhance skills in farming systems database development.

SUMMARY OF KEY POINTS

- Value chain analysis involves the following key steps that are supposed to be gendered: 1) market analysis, 2) chain mapping and stakeholder analysis, 3) identification of constraints and opportunities for the value chain, and 4) strategic and action plan development.
- Gender-disaggregated databases are important to inform decision making that is specific to the conditions of men and women.
- Both producers and users of gender-disaggregated databases should be gender-sensitive, calling for the need for gender training for these two categories of people.
- Producers of gender-disaggregated data should have their skills enhanced to focus on farming systems rather than just crops and agricultural materials.

MODULE 7: GENDER AND ADVOCACY

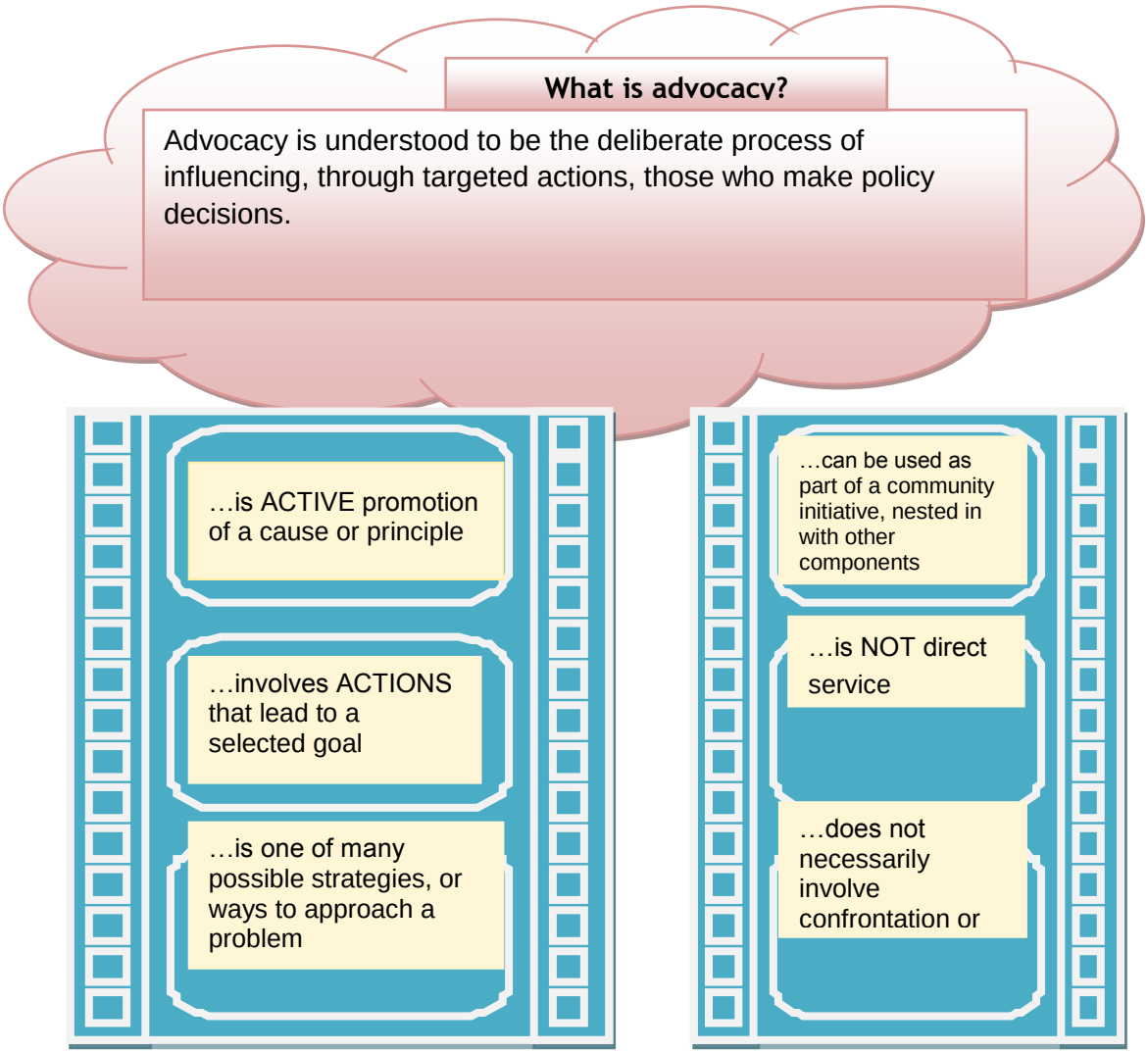
LEARNING OBJECTIVES

By the end of the sessions, you will be able to:

1. Understand advocacy and its elements.
2. Explain and identify advocacy issues in gender.

WHAT IS ADVOCACY?

What is advocacy? Have you engaged in it before?



KEY POINTS ABOUT ADVOCACY

- Advocacy is a set of organised, planned activities designed to influence the policies and actions of others to achieve positive changes for your constituency, based on the experience and knowledge (evidence) of working directly with your constituency.
- A key strategy for building gender equality and equity is advocacy.
- Advocacy works to raise awareness about barriers to women's and girls' low status and lack of opportunities.
- Advocacy is a long process that needs planning, organised efforts, and different strategies to address the problem or issue.
- The focus of advocacy has to be directed to the target audience.
- Advocacy is about making changes to policy and practice that will improve the lives of the population or constituency for which you are advocating. The goal of advocacy is institutional change.
- Advocacy is telling a story to a decision maker, persuading someone about why it is important to advance a particular cause, or building a case or position. It usually offers credible positive alternatives.
- It aims to change specific policies affecting people and create political space. It is directed at those who have the power to influence other's lives: the goal is institutional change.
- Advocacy requires clear goals and measurable objectives. It is a long-term process, rather than a one-off event, and it is not an end in itself.

The difference between lobbying and advocacy is in the approach used. Lobbying involves communication with decision makers and influential people. It is an opportunity to listen to them and develop a relationship, and is aimed at educating and convincing them to support and advance your agenda. Again some key points to bear in mind, as you engage in lobbying, include:

- The primary targets of lobbying are the people with the power to influence a policy change on your issue.
- Successful lobbying and persuasion is about building relationships, listening to officials and collecting their thoughts and perspectives, and providing them with something they can use.

STEPS IN ADVOCACY

Gender-related advocacy involves the following important steps:

1. Conduct a gender situation and contextual analysis.
2. Comprehensive collection, organization, and preparation of evidence of the condition of men and women.
3. Identify specific priority goals and issues for addressing gender disparities.
4. Identify target audiences for addressing the gender inequality issue at hand (for each audience ask yourself the following questions—What do they know about the advocacy issue? What is their attitude toward the issue? What do they believe? What do they care about? (even if it is not related to the issue), and What will influence them to change?

5. Build political will/alliances (coalition building, meeting decision makers, awareness building) to develop a multisectoral advocacy team for addressing the gender inequality issue.
6. Develop messages to address the issue.
7. Disseminate messages.

After a situation analysis; organising evidence; and identifying the context, goals, objectives of messaging, and target audiences, we are now ready to actually develop messages.

UNDERSTANDING ELEMENTS OF ADVOCACY

Advocacy has three important elements: “community consultation,” “evidence-based advocacy,” and “tactics and methods.”

COMMUNITY CONSULTATION

Good advocacy should be based on research and consultations with communities:

- To ensure advocates understand the issues and opinions of those affected and represent them correctly to others.
- To ensure advocates are, and are seen to be, advocating for what the community needs, not just their own interest.
- To build support among the community.
- To agree on priorities and strategies.
- To involve or mobilize the community in the advocacy work itself.

Evidence-based Advocacy

Advocacy is most effective if backed up by evidence or the experiences of working with communities. No-one will be convinced by personal opinions, but it is difficult to argue with hard facts and evidence.

Tactics and Methods

Different methods work better on particular issues.
Successful advocacy requires good skills in a variety of methods, such as letter writing, meeting, using the media, lobbying and so forth, and knowing strategically when each method will work best.

DEVELOPMENT AND CRAFTING OF MESSAGES

It is here that we must remember the "power of data." Data are not just numbers, but a story waiting to be told.

Where to begin? How to move from evidence to messages:

- Understand first what the data reflect. What kind of story is the data telling you? It is critical to understand this, and be careful about specific conclusions. At the same time, it is important to state implications boldly.
- Identify what needs to change (politically, economically, culturally) to fix the situation.
- Set objectives: Make sure communication and advocacy objectives are in line with program objectives, so they are mutually supporting.

The next step is to craft a key message. A key message is the overarching, summative response to the problem. It should be unambiguous, compelling, brief, and simple.

In sum, there are some key points to remember about crafting advocacy messages:

1. Define your goal.

- Without a clearly defined goal, you cannot develop a clear, concise, and compelling message.
- Part of defining the goal is understanding if the goal is achievable and what resources might be needed.

2. Identify your audiences.

- It is critical to know your audience.

3. Understand your audience.

- All audiences are different. You have to find out what motivates them and what may hold them back from supporting the goal.
- You must also understand the best way to reach the audience. With your advocacy partners, brainstorm about all the potential audiences at a local, national, and international level that can have an impact gender in agriculture and what some of the ways are to reach them with your message. You can also brainstorm about the format or medium of communication and possible channels of communication to use.
- Frame the message for different audiences.

4. Ask yourselves the following questions about your target audiences.

- What do they need to know?
- Why should they listen?
- What affects/is important to them?
- Why should they take action?
- What action do you want them to take?

5. Then tailor your core message, paying attention to the following.

- What you say: ideas and arguments.
- How you say it: language, style, format.
- Who says it: messenger.
- When, where, and how you deliver it.

6. Keep it simple, be concise.

- It is important to be concise in your messaging and to keep it simple. Once you have their attention you can go deeper.

7. Be persuasive, combine the rational and the emotional.

- Many people believe something only when they see proof in the form of facts. Others need to believe in something before they acknowledge the facts.
- Your messages need to balance the rational with the emotional to capture both hearts and minds.

8. Determine the primary message.

- This is the one message that is clear, concise, and compelling, and appeals to the broadest audience.
- Make it simple!

9. Create secondary messages for each of your audiences.

- Prioritise your secondary messages according to the priorities of your target audience.

10. Write it all down to get everyone on the message.

- The process of setting your messages onto paper helps people to speak in one voice.
- Distribute messages into talking points that each individual and group can use.

11. Do not use jargon in your messages.

- Speak to people in their language, not yours.
- Keep the message simple and brief!

Activity:

Respond to the following:

1. Choose one issue/area of work on which you want to do advocacy.
2. What do you want to communicate (message)?
3. To whom do you want to communicate (audience)?
4. How do you want to communicate (modes, methods, media)?
5. Why do you want to communicate (aim/objective)?

Advocacy has an objective and is built on a message to a specified audience through use of various media.

EFFECTIVE ADVOCACY IN GENDER AND WOMEN EMPOWERMENT

For effective advocacy work, it is important to know the constitution, which is the highest law of the land and a torch bearer of all laws. The Zimbabwean constitution provides for non-discrimination and equality. Section 23 of the constitution states that no law shall make any provision that is discriminatory. However, there is no clause that specifically outlines the principle of equality between men and women. The constitution also excludes affirmative action from being regarded as discriminatory, but does not make it mandatory.

Legal Framework Guiding Zimbabwe

- 1979: Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).
- 1982: Legal Age of Majority Act.
- 1995: Beijing Declaration and Platform for Action.
- 1997: Southern African Development Community (SADC) Declaration on Gender and Development.
- 2000: Millennium Declaration and Development Goals.
- 2003: African Women's Protocol.
- 2004: National Gender Policy.
- 2007: Domestic Violence Act.
- 2008: SADC Protocol on Gender and Development.

Civil and political rights in the constitution include the right to personal liberty (expanding the definition to include sexual violence), right to personal freedom and security (expanded to include right to be free from violence from public and private sources); right to freedom from torture (to include gender-based violence [GBV]); right to bodily integrity (expanded to include the right to make decisions concerning reproduction, security, and control over one's body); and freedom of expression.

The constitution has no substantive provisions that deal with **socioeconomic rights**, for example, on land, Section 23 (3) (3a) states that the government shall treat men and women on an equal basis, which implies a 50/50 approach. Customary law applying to land reverses this. Many of the social rights including health are not there.

This analysis of the constitution shows participants possible areas for advocacy. This background is meant to show participants where to situate their advocacy messages

CHALLENGES TO ADVOCATES

- To advocate is to engage. Frustrations should not limit advocacy efforts.
- Bring in the knowledge. Legislators do not always have the time to update themselves regarding new information and research.
- Reach out to other networks, strengthen coalitions with advocates. Members of the media, academia, religious, communities, and professionals should be viewed as allies.
- Comprehend full legislative advocacy. Legislation is not just about passing bills, it includes oversight and budget allocation.
- Sectoral partnerships and coalitions: There is an increasing recognition that narrow, single-organization efforts are less effective than broad, multisectoral coordination processes in advancing evidence-based advocacy efforts. Strong partnerships and coalitions between farmer unions, NGOs, and the private sector, are widely seen as effective mechanisms for advancing gender equality.

CHECKLIST FOR ADVOCACY SUCCESS

- Identify power dynamics and space for dialogue and reform.
- Clarify and focus the issue.
- Support community-led situation analyses.
- Use participatory institutional mapping.
- Ensure and document results.
- Differentiate policy-making and behavior change advocacy skills.
- Encourage citizens to hold governments accountable and responsive.
- Involve community leadership and voices of marginalised groups.

After successful advocacy efforts when the desired change is now there, say at policy level, advocacy does not stop. People should be made aware of the new development, and it is important to ensure that the change does not remain in the abstract, but is translated to reality. For example, it took so many years for civil society organizations and the organizations in the gender and women empowerment sector to advocate for a Domestic Violence Act. After the Act, efforts did not stop, but intensified toward making people aware of the new development, and also ensuring that the legislation is implemented. This implies that there has to be serious M&E of the new development. If nothing is seen on the ground, it becomes an issue for advocacy again. As a result, one advocacy activity breeds others.

SUMMARY OF KEY POINTS

- Good advocacy should be based on research and consultations with communities.
- Advocacy is most effective if backed up by evidence or the experiences of working with communities.
- Different methods work better on particular issues.

MODULE 8: GENDER IN REGULATORY REFORM

LEARNING OBJECTIVES

By the end of the sessions, you will be able to:

1. Understand the policy formulation process and the process of policy reform.
2. Understand the place of gender in regulatory reform.
3. Undertake a gender analysis of regulations.

POLICY FORMULATION PROCESS

Policies are made at various levels, but generally the stages followed are the same. The policy cycle is a tool used for analysing the development of a policy item. It includes the following stages:

1. Problem identification (here you can focus on gender inequality issues in an already existing policy).
2. Policy formulation.
3. Adoption.
4. Implementation .
5. Evaluation.

These stages can further be divided into the following eight steps:

1. Issue identification.
2. Policy analysis.
3. Policy instrument development.
4. Consultation.
5. Coordination.
6. Decision.
7. Implementation.
8. Evaluation.

There are times when policies have to be reformed due to changing times and conditions, and the steps are followed again, which is why it is called a cycle. A close look at most of the policies and legislation shows that they assume positions of authorities belong to men, which is what is called gender stereotyping. Use of “he” is therefore common. In such policies there is need for reform to engender the policies.

STEPS IN POLICY REFORM

STEP1: IDENTIFYING THE NEED FOR REFORM

Before reform can take place, it is necessary for there to be a demonstrated need for some form of reform to take place. Without such a trigger, there is not likely to be any support amongst key actors for policy change from the status quo to take place nor any agreement on what the policy change should even be addressing. There is therefore need for a thorough review of the policies to check for clauses that disadvantage men or women and start lobbying for reform. Wills and inheritance laws used to be disadvantaging to women both on paper and on the ground. It took coordinated effort to convince the powers that be of the need for reform of these laws to the benefit of the surviving spouse (male or female).

STEP 2: DRIVING THE REFORM

The process of putting the reform on the political agenda and driving it forward is the second step. Pressure for reform can be from organizations or stakeholders in the sector. Potential beneficiaries of policy change have a strong interest in seeing particular agendas pursued and should be actively engaged. The final ingredient for driving reform is political will. Strong and effective leadership is essential to seeing reform initiatives be developed and implemented. The strength of stakeholder involvement can generate enormous political pressure for change. These therefore need to come together to generate the critical initial momentum for reform.

STEP 3: BUILDING SUPPORT FOR REFORM

Reforms are generally a long-term process, and building and maintaining support for policy initiatives is important to the eventual success of the reform. Central to achieving this is the identification of the impacts of the reform across the sector. To this end, the organization and representation of farmers' interests is key to gaining support for reform.

STEP 4: SUSTAINING THE REFORM

Successful reform is not a one-off event, but a process involving continuous effort to ensure that the policy is turned into practice. More often than not, people relax when the reform has been made on paper.

LINKS BETWEEN REGULATIONS AND GENDER MAINSTREAMING

Gender mainstreaming reflects the large role that gender plays throughout society, while regulation broadly shapes interactions of individuals and businesses with each other and with government. Regulations therefore shape and are shaped by gender concerns. Regulations are themselves tools to encourage greater responsiveness to gender issues. The three main areas of connection are that:

- Regulations are generally recognised as affecting the role of women.
- Regulations need increased attention with respect to impact on women.
- Participation of women in the regulatory reform process should be ensured.

THREE PATHWAYS FOR GENDER REGULATORY REFORM

1. Impact on women and equity. In this area, regulatory reform should:

- Improve women's access to services.
- Create opportunities for women.
- Promote equitable treatment of women in all spheres.

2. Impact on roles. Here regulatory reform should:
   - Promote increased participation of women in the economy, public life, and society generally.
3. Participation of men and women in decision making. Regulatory reform should:
   - Promote participation of women in decision making.
   - Engage women directly.

TOOLS FOR GENDER MAINSTREAMING IN REGULATORY FRAMEWORKS

The main tool for assessing regulatory changes is a **Regulatory Impact Assessment** (RIA). This tool addresses gender and other societal factors. If RIA procedure is not in place, **consultation** becomes important. If consultation is not possible, at minimum **"engender" data collection**.

GENDER LENS TO REGULATORY REFORM

When one becomes gender-sensitive, they are able to look at regulation from a gender-sensitive perspective. This is what is called a gender lens to regulatory reform. One looks at regulations from a gender-sensitive point of view to address the following questions:

- Has a commitment to gender been incorporated at a high level into the regulatory reform, or is it an add-on (or absent from the agenda altogether)?
- Does the review process examine whether or not regulations have differential impacts on men and women and determine if corrective measures are needed?
- Are there opportunities for women and men to participate directly or indirectly through civil society groups, and is there monitoring of actual participation?

Positive responses to these questions clearly show commitment to addressing gender inequality issues in regulations.

GENDER ANALYSIS OF REGULATIONS

Gender analysis of regulations entails using a gender lens to review regulations. There are many ways of reviewing regulations for gender sensitivity. The following checklist can be useful.

- Gender-neutral/gender-blind materials—these neither explicitly address issues related to gender and equality between the sexes nor address "double discrimination" against women and girls of specific ethnic or minority groups. Thus, most gender-neutral/gender-blind material implicitly reinforces traditional gender roles and sex stereotypes.
- Three key words: equality, diversity, and sensitivity, are important in assessing gender sensitivity in regulations. Material should communicate messages that promote gender equality, rather than perpetuate stereotypical roles by portraying, for example, men in power or women as caregivers. The material should respect diversity in sex-role portrayal by showing both women and men in

positions of equal status. Material should reflect sensitivity toward gender equality and ethnic diversity.

- Language should be gender-sensitive rather than gender-blind and/or sexist. This means that it should include both women and men and boys and girls. Gender-sensitive language should be used instead of gender-blind terms or sexist terms, which often results in women and girls becoming invisible. Gender-blind terms, such as "informal economy workers" or "rural non-farm workers," often disguise the fact that women form a large part of these groups. Instead, precise terms should be used, such as "women working in the informal economy" and "boys who are rural non-farm workers," and "young men and women who are facing barriers to…." For example, instead of "man-hours" use "work hours" or "time worked," instead of "housewife" use "homemaker," and instead of "chairman" use "chair" or "chairperson." Avoid using "he," "him," or "men" as so-called generic terms for both sexes.
- Reference to discriminatory policies and acts in the Act also shows the gender insensitivity of the Act.

Activity:

With specific reference to *Handout 3: Extract from the Communal Lands Act*, and *Handout 4: Extract from the Traditional Leaders' Act* (see Annex), respond to the following questions with guidance from the notes above:

- What gender issues do you pick from the Act?
- What recommendations would you give to make the Act gender-sensitive?

From the handouts, you will notice that reference is made to ministers, chiefs and village heads, and heads of households as men, which is gender stereotyping. Where the Act tends to be progressive in promoting women's rights, the rights are suddenly taken away by reference to customary law, which promotes male superiority over women.

SUMMARY OF KEY POINTS

- Regulations are important tools for gender mainstreaming when they provide for gender equality and equity, but when they do not provide for such, they are tools used to justify inequalities and inequities.
- The process of regulatory reform is informed by RIAs, which are themselves gendered.
- Where RIAs cannot be conducted, consultations and other gender-sensitive data gathering techniques can be used.
- A gender analysis of regulations is important to ensure that regulations are gender-sensitive in terms of the language used and the provisions. In the majority of cases, gender-neutral language is used, calling for regulatory reform.

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ANNEXES

HANDOUT 1: A TOOL FOR M&E OF GENDER MAINSTREAMING ACTIVITIES

PROJECT PHASE GENDER MAINSTREAMING

Stage1: Needs Assessment

- Establish participation of staff (men and women) in providing information.
- Classification of information by gender.
- Establish activities done by men and women.
- Identify issues related to access and control of resources (for example, land ownership and money).
- Men and women to provide information.
- Gender-disaggregated data.

Stage 2: Program Design and Planning

- Define what is to be achieved (goal, purpose, expected results).
- Define inputs (resources).
- Define stakeholder interest and beneficiary reach.
- Define assumptions and risks.
- Define roles and responsibilities for those involved in the program (for example, Gender Desk Officers).
- Develop specific indicators.
- Sex-disaggregate data.
- Integrate gender in the methodology.
- Gender equality in leadership and governance, and access and control of resources.
- Gender mainstreaming in budget.

Stage 3: Implementation

- Equal opportunities for women and men.
- Use of affirmative action.
- Informed and increased implementation of activities that promote strategic interests.
- Systematic collection of data.
- Gender balancing in activities such as training, decision making, and benefits.

- Gender sensitivity, equality in leadership, and benefits at all levels.

Stage 4: Monitoring, Evaluation, and Reporting

- Review the tools periodically.
- Carry out project evaluations to show impact.
- Adjust activities if necessary.

HANDOUT 2: CASE STUDY

ZIMBABWE WOMEN: A NEGLECTED FACTOR IN SOCIAL DEVELOPMENT BY S.K. KACHINGWE (*JOURNAL OF SOCIAL DEVELOPMENT IN AFRICA* (1986), 1, 27–33

Introduction

The role of women in food production for family consumption and for cash, needs to be examined initially in an historical context which determines women's farming practices according to the prevalent legal and socioeconomic conditions of Zimbabwe. The contribution of women in agricultural production has a multiplying effect on the development of women and their emancipation. For, the provision of various inputs that either decrease the workload of women, gives them land rights, access to credit and market facilities or involves them in decision-making and managerial roles at various levels, has an effect of increasing women's awareness about their potential as agents of change. It is also with this perspective that we must discuss the role of women in agriculture as a means to integrating them in national development.

Background

The family was the unit of food production and consumption. Labor was differentiated according to gender. Men tended the cattle, cleared bushes, ploughed, hunted and built homesteads; and joined women in sowing and harvesting. Men controlled and owned the means and instruments of production. On the land issue, according to tradition, the chief was the caretaker and dispenser of land use rights and each adult male or "head of household", had land use rights to a given piece of land which could be subdivided accordingly. Therefore men, as heads of households, had prestige and high status. On the other hand women were and are still in the forefront of food production, preparation and processing; planting, weeding, hoeing, husking, shelling of maize and groundnuts, threshing of millet and the transport of harvested crops to the homestead. Women were also responsible for all the cooking, beer brewing and all the other major tasks confined to the "domestic sphere". Sexual division of labor was not only confined to work but to type of crop produced: groundnuts and rapoko were about the only crop that was traditionally a woman's from which she could exchange or barter as she wished. From the foregoing, it will be seen that most of the agricultural surplus was produced by female labor but controlled by men. Thus, according to Ester Boserup (1970), women in Sub-Saharan Africa, which includes Zimbabwe, formed "female farming systems" where women comprise well over half of the agricultural labor force. Whilst women were valued for their agricultural labor power, their work did not confer status on them.

Their low socio-economic status was both a reflection and a cause of women's position in regard to the main means of production. This also influenced their ability to produce and have adequate access to food for consumption or for selling.

The subordinate position of women legally, economically and socially was reinforced during the colonial era. Successive land tenure acts liberally apportioned good agricultural land to white settlers and for mining purposes with little regard for existing African land rights. With many African males alienated from their land, and the demand for wage labor increasing in the urban areas, mining towns and commercial farms, many "heads of household" exchanged their labor for meager wages. Women were left as de facto household heads with an increase in their work load and responsibilities, because they also had to undertake some of the tasks that were formerly performed by men. Thus capitalist development accentuated the division of labor between men and women. Women were left with more

responsibilities and were recognised for their reproductive role for the family. It is against this background that we now discuss women's role in agricultural production and food security.

Women as Agricultural Producers

Women were affected by these changes in various ways. The prosperity enjoyed by the peasant farmers of the 19th century was brought to an end by competition from heavily subsidised European farmers, eviction from land compounded by reduction of reserve land (which was mainly on ecological region IV or V, i.e. poor, unfertile and arid regions) increasing number of taxes, rents, dipping and grazing fees. Men increasingly became wage laborers in an effort to supplement whatever little could be eked from their peasant homes. Capitalist development left women with an increased burden of labor and their need for cash made them more dependent upon their spouses. Food security declined as more land was given to the production of cash crops (e.g. cotton, tobacco and groundnuts). Subsistence farming as then practiced by women, in order to produce sufficient food, required intensive factors of production such as extra labor, fertilisers and farming implements which were not easily available to women because of the low position they occupied in society for procuring or determining inputs. The limited opportunities for increasing food production by women were further exacerbated by the low value placed on women's domestic role and peasant agriculture by societal norms. Agricultural policies gave financial and technical recognition and assistance to commercial farming and cash production was directed to black men by a male dominated and orientated extension service system to the exclusion of women.

These factors, combined with women's lack of economic and social power, have to a certain extent prevailed. As a result women are a marginal socio-economic group in society, in spite of their particular predominant role in agricultural activities for both family consumption and sale. Any surplus produced is usually used for local exchange and a limited amount reaches the formal export market, perpetuating women's marginal role in production.

Current Situation

Women by their numerical majority (51 per cent of the total population and about 80 percent of rural dwellers practicing subsistence farming) and their strategic role as the nation's mothers cannot be ignored in national development. Their impact is long overdue. The general needs of Zimbabwean women in agricultural production has been described in, for example, the "Report on the Situation of Women in Zimbabwe" produced by the Ministry of Community Development and Women's Affairs in co-operation with UNICEF, "We carry a heavy load" produced by the Zimbabwe Women's Bureau, and in observations made at various seminars conducted by the Ministries of Agriculture, Community Development and Women's Affairs, Lands Resettlement and Rural Development. As yet no systematic detailed research has been done to study women's agricultural participation rates for use by project planners and designers. However, information gathered in the above attempts has provided planners and policy makers with indicators on women's agricultural needs towards socialist transformation.

Summarised, the reports discovered the following constraints in agricultural activities performed by women. Women have limited opportunities in agricultural production in terms of access to appropriate implements for various agricultural tasks, lack of credit facilities, appropriate technology, dependence on men for agricultural inputs, limited access to extension services and other services, lack of land rights, marketing facilities and the exclusion of women from decision-making and managerial processes at all levels. All domestic chores are exclusively attended to by women as well as the majority of farming tasks. These factors directly or indirectly contribute to women's impact on producing sufficient food for household consumption or sale. At a policy level, the major share of

development resources are allocated to technical agricultural projects for men or for commercial farms. Very few small scale farm projects, such as irrigation schemes, exist for women.

In order to redress this imbalance in the allocation of resources and access to credit and other facilities between men and women, the Government plans to provide an appropriate framework within which it allocates national level resources to assist development of self-reliant efforts of local authorities and communities in their financing local and community level goods and services. By encouraging communities to participate in the development of "people orientated projects" the government is attempting to redress inequalities that exist between urban and rural communities; men and women. Both sexes are encouraged to participate together in community development projects. This is an effort to engender awareness on equality of both sexes and to minimise the division of labor created by the capitalist colonial system. Women are increasingly encouraged to engage in projects that, at least in part, generate extra cash as well as provide sufficient food for family consumption. How is this intention being affected in order to improve the economic and agricultural role of women?

The Government specially created the Ministry of Community Development and Women's Affairs for the purposes of accelerating and improving the emancipation of women and the development of communities. In pursuit of Government's objectives towards an egalitarian society and the betterment of women's status, the ministry promotes programs on a self-reliant basis. In the area of agricultural production, because of its scope and nature of operation, the ministry encourages women to identify and undertake agricultural orientated income-generating projects such as fruit and vegetable growing, animal husbandry, crop production and the establishment of savings clubs. The latter activity provides women with cash for purchasing inputs such as seeds, fertilisers and hoes for the next plowing season, whilst on the other hand the Ministry of Agriculture promotes small scale farming and related technical services to rural communities.

The Ministry of Lands, Resettlement and Rural Development, through their co-operative resettlement programs, are promoting opportunities for women in terms of providing the necessary infrastructure to increase agricultural productivity, land use rights for women, more knowledge on other cropping methods with other additional services (rendered by the relevant Ministries) and other agencies. Therefore, land distribution supported with other socio-economic and legal arrangements would not confine women to subsistence production but, with combined occasional small scale cash production, will increase their earning power.

These activities are performed by having "people orientated development and enhancement of self-help and collective self-reliance efforts" (Government of Zimbabwe, 1982:10). In this way it is hoped the Government will be encouraging local authorities and communities to finance community level goods and services so that support of these farming activities will provide adequately nutritious food for the family, increase the purchasing power of families and also generate and strengthen village economies. Hence women's food production role would be improved and they would also be integrated into national development. Local employment opportunities for women would also be enhanced. To what extent have the desired effects been met? The financial and technical assistance given to the previously mentioned agricultural related activities ranged from $60 to $200 for the purchasing of various inputs. About 1 373 agricultural projects have been given some form of assistance by the Ministry of Community Development and Women's Affairs. The larger part of assistance was given in extension services, by male extension workers for Agritex, and training from women extension workers from the Ministry of Community Development and Women's Affairs. Training concentrated on poultry keeping, proper production techniques, the nutritional value of various types of foods produced, methods of preservation and pest control. It has been difficult to quantitatively and qualitatively assess to what extent this support has improved the family's access to adequate food. But the proliferation of viable, agricultural related, income-generating projects may be

an indication that food production, notwithstanding the havoc played by drought, has improved. Thus better infrastructure enables women to contribute to an increase in the standard of living in rural communities.

With more effort and support to increase technical and financial assistance from Government and donor agencies, coupled with land use rights for women, and with women encouraged to plan and design projects as beneficiaries, it may be possible to increase food production and security for families. These activities, if given the necessary support and performed collectively, offer a viable means through which resources and services can be delivered to women farmers. It can also help to create employment opportunities for women, designed according to the demands made upon them.

Marketing

Women face multiple problems in attempting to market their produce, especially perishables such as vegetables and fruits. The problems range from the packaging and preservation of products to unfamiliarity with pricing systems and the non-availability of cheap transport. Penetration to outlets is also confounded by competition from long established producers.

Furthermore, marketing co-operatives need to be established in conjunction with decentralising food processing facilities to rural areas which would help to lower food prices to the rural poor and provide them with knowledge on pricing policies. Services aimed at the general development of the rural areas should pay special attention to the needs of women as agricultural producers. Their involvement in local decision making bodies such as water committees and village development committees would ensure that services aimed at development meet the approval of the people concerned.

Women's Participation in Village and Local-Level Activities

Women are not represented in most local level decision making bodies. Although there are more women than men in the rural areas, women tend to shy away from public offices. This therefore hampers their inputs in deciding where community services, such as wells and boreholes should be situated. This results in a proliferation of social services, designed to improve the condition of the community, becoming unhelpful to the vast majority of the population. Women's burden has not lessened significantly with the provision of the various services. It is only recently that agricultural training colleges have started to enroll women. Reports received indicate that employers are reluctant to take on these women since agriculture has been considered as a male preserve and although women are involved in it they are perceived as laborers rather than as farmers. Training opportunities have largely been extended to males, and male extension workers relate better to the male members of the community. Women therefore, although they are the ones who need all the technical services offered, find them alienated from these.

Conclusion

This paper has attempted to present some of the major constraints faced by women in agricultural related activities and the technical, financial and other necessary support, not only to women themselves but to those national machineries or non-governmental organizations that address themselves to identifying and meeting women's needs. With more effort put into improving women's agricultural role, their integration into national development would also be accelerated. Recommendations from this paper are that:

1. Attempts should be made by government and donor agencies to introduce appropriate and innovative technologies that would decrease the workload of women, combined with necessary child care.

2. Lack of baseline data has beset the development of suitable agricultural programs for women. It is therefore recommended that funds be made available to undertake research which would inform policy makers and planners of the various needs and priorities in agricultural food production for the purposes of household consumption and cash.

3. Extension and training facilities need to be expanded and to include more women as dispensers of knowledge at the grassroots level as they are in a better position to impart information to other women.

4. Easier credit and marketing facilities should be provided and repayment terms that are appropriate to activities, or enterprises, adopted by women accompanied with well tested technical packages and strict supervision of credit.

5. Donor agencies where they support agricultural activities, should insist that women, as the major beneficiaries, are involved in project design and decision-making. Preferably, certain projects should demand the inclusion of women.

HANDOUT 3: EXTRACT FROM THE COMMUNAL LAND ACT (CHAPTER 20.04)

This Act may be cited as the Communal Land Act [Chapter 20:04].

In this Act—"Communal Land" means land referred to as Communal Land in section three; "inhabitant", in relation to any Communal Land or part thereof, means a person who is entitled, in terms of this Act, to reside in that Communal Land or part thereof; "Minister" means the Minister of Local Government, Rural and Urban Development or any other Minister to whom the President may, from time to time, assign the administration of this Act; "use", in relation to Communal Land, includes the erection of any building or enclosure, plowing, hoeing, the cutting of vegetation, the depasturing of animals or the taking of sand, stone or other materials therefrom.

Communal Land shall be vested in the President, who shall permit it to be occupied and used in accordance with this Act.

Restriction on right to occupy or use Communal Land

(1) Subject to sections ten and eleven, no person shall occupy or use any portion of Communal Land—

(a) except in the exercise of any previously acquired right subsisting on the 1st February, 1983, or

(b) except in accordance with the terms and conditions of any right, consent or permit granted or issued, as the case may be, in terms of this Act or any other enactment; or

(c) unless he or she is a spouse, dependent relative, guest or employee of a person who occupies or uses Communal Land in terms of paragraph (a) or (b).

(2) Any person who contravenes subsection (1) shall be guilty of an offence and liable to a fine not exceeding level six or to imprisonment for a period not exceeding one year or to both such fine and such imprisonment. [inserted by Act 22 of 2001 with effect from 10th September, 2002]

Occupation and use of Communal Land for agricultural or residential purposes

(1) Subject to this Act and the Regional, Town and Country Planning Act [Chapter 29:12] and any order issued in terms thereof, a person may occupy and use Communal Land for agricultural or residential purposes with the consent of the rural district council established for the area concerned.

(2) Subject to subsection (3) and the Regional, Town and Country Planning Act [Chapter 29:12] and any order issued in terms thereof, when granting consent in terms of subsection (1), a rural district council shall—

(a) where appropriate, have regard to customary law relating to the allocation, occupation and use of land in the area concerned; and

(a1) consult and co-operate with the chief appointed to preside over the community concerned in terms of the Traditional Leaders Act [Chapter 29:17]; and [inserted by Act 25 of 1998 with effect from 1st January, 2000]

(b) grant consent only to persons who, according to the customary law of the community that has traditionally and continuously occupied and used land in the area concerned, are regarded as forming part of such community or who, according to such customary law, may be permitted to occupy and use such land:

Provided that, if no community has traditionally and continuously occupied and used land in the area concerned, the district council shall grant consent only to such class of persons as the Minister, by notice in writing to the district council, may specify.

(3) Officers and employees of a rural district council may, with the consent of the council, occupy and use Communal Land within the council area for the purposes of their employment, notwithstanding that they could not, by virtue of paragraph (b) of subsection (2), be permitted to occupy and use such land.

(4) Any person who is aggrieved by a refusal by a rural district council to grant consent in terms of subsection (1) may appeal to the President within such time and in such manner as may be prescribed by regulation.

(5) In any appeal in terms of subsection (4) the President may confirm, vary, set aside or reverse the refusal appealed against or make such other order in the matter as he thinks just.

(6) Where a rural district council is established for any area of Communal Land or any area of Communal Land is incorporated within the area of a rural district council, any person lawfully occupying or using land in such area for agricultural or residential purposes on the date of such establishment or incorporation, as the case may be, shall be deemed to have obtained the consent of such rural district council for the purposes of subsection (1).

Permits to occupy and use Communal Land

(1) A rural district council may, with the approval of the Minister, issue a permit authorising any person or class of persons to occupy and use, subject to the Regional,

Town and Country Planning Act [Chapter 29:12] and any order issued in terms thereof, any portion of Communal Land within the area of such rural district council, where such occupation or use is for any of the following purposes—

(a) administrative purposes of the State or a local or like authority;

(b) religious or educational purposes in the interests of inhabitants of the area concerned;

(c) hospitals, clinics or other such establishments for the benefit of inhabitants of the area concerned;

(d) hotels, shops or other business premises;

(e) any other purpose whatsoever which, in the opinion of the rural district council, is in the interests of inhabitants of the area concerned;

(2) A rural district council may, with the approval of the Minister—

(a) impose such conditions upon the issue of a permit in terms of subsection (1) as may be specified in the permit; and

(b) at any time, by notice in writing to the person to whom the permit was issued, cancel or vary a permit issued in terms of subsection (1) or any of the conditions subject to which it was issued.

(3) Any person who is aggrieved by—

(a) a refusal by a rural district council to issue a permit in terms of subsection (1) or to vary any permit or any condition thereof in terms of subsection (2); or (b) the cancellation or variation of a permit or any condition thereof in terms of subsection (2); may appeal to the Minister within such time and in such manner as may be prescribed by regulation.

(4) In any appeal in terms of subsection (3) the Minister may confirm, vary, set aside or reverse the refusal, cancellation or variation appealed against or make such other order in the matter as he thinks just.

(1) Subject to this section, the Minister shall set aside land contained within

Communal Land for the establishment of—

(a) a township, village, business centre or industrial area, where such land is—

(i) designated for any such purpose in terms of a rural development plan approved by him and the Minister responsible for lands after consultation with the Director of Physical Planning and any rural district council established for the area concerned; or

(ii) the subject of a layout approved in terms of section 43 of the Regional, Town and Country Farming Act [Chapter 29:12]; or (b) an irrigation scheme, where such land is designated for such purpose in terms of a rural development plan approved by him and the Minister responsible for lands after consultation with the Secretary as defined in section 2 of the Environmental Management Act [Chapter 20:26] and any rural district council established for the area concerned. [amended by Act 13 of 2002 with effect from the 14th March 2003.]

(2) Subject to this section, after consultation with any rural district council established for the area concerned, the Minister may set aside any land contained within Communal Land, other than land referred to in subsection (1), for any purpose whatsoever, including a purpose referred to in subsection (1), which he considers is in the interests of inhabitants of the area concerned or in the public interest or which he considers will promote the development of Communal Land generally or of the area concerned.

(3) Before any land is set aside in terms of subsection (1) or (2) the Minister shall publish a statutory instrument—

(a) describing the land concerned; and

(b) specifying the purpose for which the land concerned is to be set aside; and

(c) specifying the date with effect from which the land concerned will be set aside; and

(d) ordering all persons, or such class of persons as the Minister may specify in the notice, who are occupying or using the land concerned, otherwise than by virtue of a right held in terms of the Mines and Minerals Act [Chapter 21:05], to depart permanently with all their property from the land concerned within such reasonable period as the Minister shall specify in the notice; and the Minister shall ensure that such steps are taken as appear to him sufficient to disseminate the terms of the notice within the area of the land concerned.

(4) Where any land is set aside in terms of subsection (1) or (2), the Minister may in regulations made in terms of section fifteen, provide for—

(a) charges and deposits to be made for any services, amenities or facilities provided by the State within or for any such land, whether or not any such service is used or not;

(b) supplementary charges in respect of immovable property within any such land, to cover the expenses incurred by the State in the maintenance and administration of such land;

(c) delegating to any rural district council within whose area the land is situated responsibility for collecting any rents, charges, deposits or supplementary charges on behalf of the State;

(d) generally, the terms and conditions subject to which any person may lease, occupy, or use any such land.

(5) Regulations providing for charges, deposits or supplementary charges in terms of subsection (4)—

(a) may provide that the charges and supplementary charges shall be included in rents or charged separately; and

(b) may divide the persons who are liable to pay the charges, deposits or supplementary charges into classes and fix different amounts for different classes; and

(c) may vary any charges and deposits according to the use to which the premises concerned are put; and

(d) shall base every such supplementary charge upon a unit of land and additionally, or alternatively, a unit of residential or business accommodation, as the case may be, determined by the Minister and may vary such supplementary charge according to any or all of the following—

(i) the type of tenure under which the property is held:

(ii) the value of the property, whether based upon the value of the land or the improvements, or both;

(iii) the area of the property, being either that of the land or of the improvements;

(iv) the use to which the property is put.

(6) Any land set aside in terms of subsection (1) or (2) shall remain part of Communal

Land unless the President, in terms of subsection (1) of section six, declares that it shall cease to form part of Communal Land.]

(7) Any person who, without just cause, fails to depart permanently from any land in accordance with a statutory instrument published in terms of subsection (3) shall be guilty of an offence and liable to a fine not exceeding level six or to imprisonment for a period not exceeding one year or to both such fine and such imprisonment.

[inserted by Act 22 of 2001 with effect from 10th September, 2002]

Servitudes relating to water rights over Communal Land

Where any person has applied to the Administrative Court in terms of the Water Act

[Chapter 20:22], for—

(a) a servitude of storage as defined in section 87 of that Act, and the exercise of such servitude would cause the inundation of any area of Communal Land, the Administrative Court may grant such servitude and, if necessary, any servitude of abutment, purification or passage as defined in section 78 of that Act; or (b) a servitude of passage as defined in section 78 of that Act for the passage of water over any area of Communal Land, the Administrative Court may grant such servitude; if the Minister, after consultation with any rural district council established for the area concerned, has consented to the grant of such servitude or servitudes, as the case may be, and any conditions fixed by him in giving his consent are made binding on the person to whom the servitude has been or the servitudes have been, as the case may be, granted.

Compensation

(1) Where as a result of—

(a) a declaration in terms of section six; or

(b) the setting aside of any land in terms of section ten; or

(c) the grant of any servitude in terms of section eleven; any person is dispossessed of or suffers any diminution of his right to occupy or use any land—

(i) he shall, so far as is reasonable and practicable, be given a right to occupy or use alternative land; or

(ii) if no alternative land is available and no agreement has been reached as to compensation, Parts V and VIII of the Land Acquisition Act [Chapter 20:10], shall apply, mutatis mutandis, in respect of such dispossession or diminution.

Regulations

(1) The Minister may make regulations prescribing all matters which by this Act are required or permitted to be prescribed by regulation or which, in his opinion, are necessary or convenient to be so prescribed for the better carrying out of or giving effect to this Act.

(2) Regulations made in terms of subsection (1) may provide penalties for contraventions thereof, but no such penalty shall exceed a fine of level five or imprisonment for a period of six months or both such fine and such imprisonment. [inserted by Act 22 of 2001 with effect from 10th September, 2002]

16 Penalties and orders of ejectment (1) . . . . . [repealed by Act 22 of 2001 with effect from 20th May, 2002]

(2) The court convicting any person on a charge of occupying any land in contravention of this Act may, in addition to any penalty imposed—

(a) make an order for the ejectment from such land of such person and of any other person proved to be living with him, whether permanently or otherwise; and

(b) make such order, give such instructions and confer upon any person such authority as it may consider reasonably necessary to give effect to the said order of ejectment and for the removal from such land of the possessions of any person to be ejected.

(3) An order may be made in terms of subsection (2) against any person proved to be living with the convicted person without prior notice having been given to such first mentioned person.

(4) Any person ejected from any land in terms of an order made in terms of subsection (2) who is at any time found to be on such land without lawful excuse, the onus of proof whereof shall lie upon him, shall be guilty of an offence and liable to a fine not exceeding level six or to imprisonment for a period not exceeding one year or to both such fine and such imprisonment.

HANDOUT 4: EXTRACT FROM THE TRADITIONAL LEADERS ACT (CHAPTER 29:17)

Appointment of acting chiefs

(1) Subject to subsection (2), in the event of the office of a chief becoming vacant

through the death of the chief, or his removal or suspension from office in terms of this Act, the President may appoint an acting chief to preside in his stead for such period or periods as the President may fix.

(2) An appointment in terms of subsection (1) shall cease to have effect—

(a) on the date the President, in terms of subsection (1) of section three, appoints a chief for the community concerned; or

(b) on the cancellation of the suspension of the chief of the community concerned in terms of subsection (3) of section seven; or (c) when the President cancels the appointment.

(3) An acting chief shall be paid such allowances as may from time to time be fixed by the President from moneys appropriated for the purpose by Act of Parliament:

Provided that an acting chief shall not be entitled to a salary, gratuity or pension.

Duties of chiefs

(1) A chief shall be responsible within his area for—

(a) performing the functions pertaining to the office of a chief as the traditional head of the community under his jurisdiction;

(b) promoting and upholding cultural values among members of the community under his jurisdiction, particularly the preservation of the extended family and the promotion of traditional family life; and

(c) carrying out, in accordance with Part IX, the functions of a chief in relation to provincial assemblies, the Council and the overall leadership of his area; and

(d) supervising headmen and village heads in the performance of their duties; and

(e) discharging any functions conferred upon him in terms of the Customary Law and Local Courts Act [Chapter 7:05]; and

(f) overseeing the collection by village heads of levies, taxes, rates and charges payable in terms of the Rural District Councils Act [Chapter 29:13]; and

(g) ensuring that Communal Land is allocated in accordance with Part III of the Communal Land Act [Chapter 20:04] and ensure that the requirements of any enactment in force for the use and occupation of communal or resettlement land are observed; and

(h) preventing any unauthorised settlement or use of any land; and

(i) notifying the rural district council of any intended disposal of a homestead and the permanent departure of any inhabitant from his area, and, acting on the advice of the headman, to approve the settlement of any new settler in his area; and

(j) nominating headmen for appointment in terms of this Act; and

(k) approving nominations by headmen of village heads for appointment in terms of this Act; and

(l) ensuring that the land and its natural resources are used and exploited in terms of the law and, in particular, controlling—

(i) over-cultivation; and

(ii) over-grazing; and

(iii) the indiscriminate destruction of flora and fauna; and

(iv) illegal settlements; and generally preventing the degradation, abuse or misuse of land and natural resources in his area; and

(m) ensuring that no public property, including roads and bridges, telephone and electricity lines, dip tanks and animal health centers, clinics, churches, cattle-sale pens, schools and related establishments, is damaged, destroyed or misused by the inhabitants or their livestock; and

(n) adjudicating in and resolving disputes relating to land in his area; and

(o) notifying the rural district council for the area concerned, as soon as is reasonably practicable, of the outbreak of any epidemic or prevailing disease, flood or other natural or unnatural disaster affecting the inhabitants, livestock, crops, the land, flora or fauna in his area; and (p) publishing such public orders, directions or notices as may be notified to him; and

(q) liaising with and assisting development committees established in terms of the Rural District Councils Act [Chapter 29:13] in all matters relating to the planning and implementation of local development programs; and (r) taking charge of traditional and related administrative matters in resettlement areas, including nominating persons for appointment as headmen by the Minister; and

(s) maintaining up-to-date registers of names of villages and their inhabitants and of land certificates; and

(t) under the direction of the district administrator or the rural district council, as the case may be, assisting drought and famine relief agencies in coordinating relief and related matters in his area; and

(u) promoting the maintenance of good standards of health and education in his area; and

(v) performing such other functions as may be prescribed or as may be assigned to him in terms of any enactment.

(2) In the exercise of his functions, a chief shall have the powers of a justice of the peace in terms of any law.

Delegation of chief's functions

(1) A chief may delegate all or any of his functions to a headman within the area of the headman's jurisdiction.

(2) The delegation of any functions by a chief in terms of subsection (1) shall not divest the chief of that function, and he may at any time revoke any order given by a headman in the exercise of that function.

Disciplinary procedure where chief commits offence or misconduct

(1) Where—

(a) a chief has been found guilty of any offence involving dishonesty; or

(b) after an investigation in terms of subsection (7), a chief has been found guilty of an act of misconduct in relation to the customs and traditions observed in his area; or

(c) a chief has been charged with any offence involving dishonesty; or

(d) an investigation in terms of subsection (7) into alleged misconduct on the part of a chief has been or is about to be instituted; the Minister may suspend the chief from his duties.

(2) During any period of suspension in terms of subsection (1), the person who has been suspended shall not carry out his duties or exercise his powers or be entitled to any salary or allowances.

(3) A suspension in terms of paragraph (a), (b) or (d) of subsection (1) shall be for a period not exceeding six months.

(4) Where any person who has been suspended in terms of subsection (1) is acquitted of every offence or is found not guilty of misconduct or criminal proceedings or an investigation has not been instituted, as the case may be, in respect of which he was suspended, the suspension shall be deemed to have been cancelled with effect from the date of the acquittal or of the finding or of the decision that the criminal proceedings or investigation should not be instituted, as the case may be, and the person who was suspended shall thereupon be entitled to be reinstated and be paid the full amount of his salary and additionally, or alternatively, allowances for the period of suspensions.

(5) Where any person who has been suspended in terms of subsection (1) is convicted of an offence, or is found guilty of misconduct, as the case may be, the Minister may, if in his opinion it is in the public interest to do so, with effect from such date as he may determine—

(a) recommend to the President that the chief be removed from office with effect from that date irrespective of the penalty imposed upon him; or

(b) caution and reprimand him; or

(c) order a reduction of his salary and additionally, or alternatively, allowances; or

(d) both caution and reprimand him and order a reduction of his salary and additionally, or alternatively, allowances.

(6) The imposition of a penalty in terms of subsection (5) shall not absolve the chief or former chief concerned from liability to compensate persons who suffered loss or injury as a result of the offence or misconduct of which he has been found guilty, or to restore or repair any public property which he may have taken, damaged or destroyed.

(7) For the purpose of misconduct proceedings in terms of this section, the Minister may, where he considers it necessary, appoint such person or persons as he may consider appropriate to investigate and make recommendations to him as to whether an inquiry by such persons as the Minister may appoint should be held against the chief.

HEADMEN

8 Appointment of headmen

(1) Subject to subsection (2), the Minister shall appoint a sufficient number of persons nominated by the chief as headmen for each community to assist the chief to properly carry out his duties:

Provided that (i) except with the concurrence of the chief of the area concerned, the

Minister shall not appoint a headman for a community where the customs and

traditions of that community do not provide for the appointment of a headman;

(ii) any headman appointed in terms of this subsection shall be installed in office by the chief of the area concerned.

Duties of headmen

(1) It shall be the duty of a headman—

(a) to assist the chief to perform his duties; and

(b) to report to the police as soon as is reasonably practicable—

(i) the commission of any crime or offence in his area; and

(ii) the presence of the corpse of any person who has died suddenly or was found dead or is suspected of having died violently or otherwise than in a natural way; and

(iii) the suspicious disappearance of any person; and

(iv) any actual or threatened public unrest likely to disturb the public peace; and

(c) to carry out all lawful and reasonable orders given by his chief; and

(d) to recommend to the chief persons for appointment as village heads and, where appropriate, to recommend their removal from office; and (e) to report all criminal acts, acts of misconduct and violations of customs and traditions to the chief and any other appropriate authority; and

(f) to preside over a ward assembly when elected as chairman for that purpose in terms of this Act; and

(g) to oversee, through the ward assembly, the disposal of settlement rights in Communal Land and the admission of new settlers in the area under him; and

(h) to keep an up-to-date register of the villages and village heads under him and to keep the chief and the rural district council informed of any changes to the register; and

(i) generally, to mediate in local disputes involving customary law on matters such as lobola, elopement, burials, domestic disputes, disputes relating to the straying of livestock, the traditional aspects of incest, the performance of customary rites and any other inter-personal disagreements, but only to the extent that such matters are not subject to the general law of Zimbabwe; and

(j) to discharge any functions conferred upon him in terms of the Customary Law and Local Courts Act [Chapter 7:05]; and

(k) to enforce all environmental conservation and planning laws, including local field boundaries, on behalf of the chief, the rural district council and the State; and

(l) to perform such other duties as may be prescribed.

(2) No headman shall purport to exercise power or authority, whether by himself or through a village or ward assembly or any other local institution, except in accordance with this Act.

(3) Any headman who contravenes subsection (2) shall be guilty of misconduct and

liable to disciplinary action in terms of section ten.

Disciplinary procedure where headman commits offence or misconduct

(1) Where—

(a) a headman has been found guilty of any offence involving dishonesty; or

(b) after an investigation in terms of subsection (7), a headman has been found guilty of an act or misconduct in relation to the customs and traditions observed in his area; or

(c) a headman has been charged with any offence involving dishonesty; or

(d) an investigation in terms of subsection (7) into alleged misconduct on the part of a headman has been or is about to be instituted; the Minister may suspend the headman from his duties.

(2) A suspension in terms of paragraph (a), (b) or (d) of subsection (1) shall be for a period not exceeding six months.

(3) During any period of suspension in terms of subsection (1), the person who has been suspended shall not carry out his duties or exercise his powers or be entitled to any salary or allowances.

(4) Where any person who has been suspended in terms of subsection (1) is acquitted of every offence or is found not guilty of misconduct or criminal proceedings or an investigation has not been instituted, as the case may be, in respect of which he was suspended, the suspension shall be deemed to have been cancelled with effect from the date of the acquittal or of the finding or of the decision that the criminal proceedings or investigation should not be instituted, as the case may be, and the person who was suspended shall thereupon be entitled to be reinstated and be paid the full amount of his salary and additionally or alternatively, allowances for the period of suspension.

(5) Where any person who has been suspended in terms of subsection (1) is convicted of an offence, or is found guilty of misconduct, as the case may be, the Minister may, if in his opinion it is in the public interest to do so, with effect from such date as he may determine—

(a) remove the headman from office with effect from that date irrespective of the penalty imposed upon him; or

(b) caution and reprimand him; or

(c) order a reduction of his salary and additionally, or alternatively, allowances; or

(d) both caution and reprimand him and order a reduction of his salary and additionally, or alternatively, allowances.

(6) The imposition of a penalty in terms of subsection (5) shall not absolve the headman or former headman concerned from liability to compensate persons who suffered loss or injury as a result of the offence or misconduct of which he has been found guilty, or to restore or repair any public property which he may have taken, damaged or destroyed.

(7) For the purpose of misconduct proceedings in terms of this section, the Minister may, where he considers it necessary, appoint such person or persons as he may consider appropriate to investigate and make recommendations to him as to whether an inquiry by such persons as the Minister may appoint should be held against the headman.

VILLAGE HEADS

11 Appointment of village heads

(1) Subject to subsection (2), the Secretary shall appoint a sufficient number of persons nominated by a headman, with the written approval of the chief of the area concerned, as village heads for each village to assist the headman to carry out his duties:

Provided that any village head appointed in terms of this subsection shall be installed in office by the headman who nominated him.

Duties of a village head

to maintain an up-to-date register of names of the inhabitants of his village, and their settlement permits; and to maintain an accurate outline plan in respect of which he holds a village registration certificate; and

(2) No village head shall purport to exercise power or authority, whether by himself or through a village or ward assembly or any other local institution, except in accordance with this Act.

VILLAGE ASSEMBLIES, WARD ASSEMBLIES AND DEVELOPMENT COMMITTEES

14 Village assembly

(1) For each village there shall be an assembly which shall be known as a village assembly or *dare* or *inkundla*.

(2) The village assembly shall be composed of all the inhabitants of the village concerned who are over the age of eighteen years.

(2) A record of the proceedings and decisions of every meeting of a village assembly shall be kept and a copy of the record shall be submitted to the chairman of the ward assembly for his information and the information of the ward assembly.

(1) For every communal and resettlement ward of a rural district council area there shall be an assembly of all headmen, village heads and the councilor of the ward, which assembly shall be known as a ward assembly:

Provided that the Minister may, where he considers it appropriate in the interests of good administration and in consultation with the rural district council concerned, combine any number of wards for purposes of establishing a ward assembly.

(2) Members of a ward assembly shall elect a headman from among their number annually to be chairman of the ward assembly.

Provided that the chairman of the ward assembly shall call a meeting of the ward assembly whenever requested to do so by not less than one-third of the members of the ward assembly or where in his opinion it is necessary to call such meeting for the purpose of dealing with any urgent business.

20 Ward development committee

(1) A ward development committee established in terms of section 59 of the Rural

District Councils Act [Chapter 29:13] shall be presided over by the councillor of the ward concerned but, where two or more wards have been combined to form a ward assembly in terms of section eighteen, the ward assembly shall elect one of the councillors to be chairman of the ward development committee until the next general election of the rural district council.

Interest groups

Every village or ward assembly shall ensure the adequate representation of women, the youth and any other interest group on the village and ward development committees in such proportions as may be prescribed.

ISSUE OF VILLAGE REGISTRATION CERTIFICATES AND SETTLEMENT PERMITS AND OCCUPATION OF COMMUNAL LAND

Village registration certificates and settlement permits

(1) Upon the filing of record of any map in terms of subsection (1) of section twenty three, the Minister shall issue a village registration certificate to each village head describing the boundaries of the village area as depicted on the map.

(2) Upon the issue of a village registration certificate, the rural district council concerned shall, in terms of the Rural District Councils Act [Chapter 29:13], prepare a land use plan for the village in accordance with such details as may be prescribed and issue a settlement permit to the head of each household in the village concerned.

(3) The rural district council and the district administrator of the district concerned shall keep an accurate record of all settlement permits issued to each household.

(4) A settlement permit shall be in the form prescribed and shall bear the names of all the spouses or, where there are no spouses, the name of the head of the particular household.

No inhabitant shall dispose of any Communal Land used by him, or subdivide such land for any purpose, without the approval of the village head granted subject to this Act and the Communal Land Act [Chapter 20:04].

MESSENGERS OF CHIEFS AND HEADMEN

Appointment of messengers

(1) A chief or headman may, with the approval of the Minister, appoint messengers who shall

(a) generally assist the chief or headman, as the case may be, in the discharge of his duties; and

(b) carry out all lawful and reasonable orders of the chief or headman, as the case may be; and

(c) perform such other duties as may be prescribed.

(2) A chief or headman may suspend from duty or dismiss his messenger for incapacity, neglect of his duties or improper conduct.

(3) Before dismissing a messenger, the chief or headman shall ensure that he is informed of the charges against him and is given an opportunity to defend himself.

PROVINCIAL ASSEMBLIES AND THE COUNCIL OF CHIEFS

Council of Chiefs

(2) A clerk referred to in subsection (1) shall

(a) keep a record of the proceedings of the provincial assembly or Council to which he is appointed;

(b) advise members of the provincial assembly or the Council on the procedures to be followed at meetings;

Manner of discharge of functions by chief, headman or village head

(1) Subject to this Act and the Communal Land Act [Chapter 20:04], in the discharge of his functions, a chief, headman or village head shall not be influenced by any considerations of race, tribe, place of origin, creed, gender or political affiliation.